960 FRANKLIN AVENUE REZONING EIS
Chapter 8: Urban Design & Visual Resources

A. INTRODUCTION

This chapter assesses the potential effects of the Proposed Actions and associated reasonable worst-case development scenario (RWCDS) on urban design and visual resources. As described in **Chapter 1, "Project Description,"** the Applicant is seeking several discretionary actions (collectively, the "Proposed Actions") that would facilitate the development of a site in the Crown Heights neighborhood of Brooklyn. As shown in **Figure 1-1** in **Chapter 1**, the Applicant-owned Development Site is comprised of Block 1192, Lots 41, 46, 63, and 66, while the Proposed Rezoning Area also includes Lot 40 and part of Lots 1, 77, and 85 (the "Project Area"). As detailed below, the Proposed Actions consist of zoning map and text amendments, as well as a Large Scale General Development (LSGD) special permit and a special permit to reduce the parking requirement The Proposed Actions would facilitate the development of two 39-story mixed-use buildings with 1,578 dwelling units (474 of which would be permanently affordable pursuant to MIH); approximately 21,183 gross square feet (gsf) of local retail uses; approximately 9,678 gsf of community facility space; and parking spaces for approximately 16 percent of all market-rate DUs. Of the 474 permanently DUs to be provided pursuant to MIH, 316 DUS would be affordable at 50% AMI and 158 DUs would be affordable at 80% AMI. The Applicant intends to provide 789 total affordable DUs at the following affordability levels: 60 percent would accommodate families at or below 80 percent AMI, (474 units, consistent with and exceeding MIH Option 2), 20 percent in addition to MIH requirements to accommodate families at or below 100 percent AMI (158 units) and 20 percent of the units in addition to MIH requirements to accommodate families at or below 120 percent AMI (157 units). The Proposed Development is expected to be complete and fully occupied by 2024. Absent approval of the Proposed Actions, the Development Site would be redeveloped as-of-right with two six-story residential buildings containing 518 market-rate DUs and 259 parking spaces.

Per the 2020 *City Environmental Quality Review* (CEQR) *Technical Manual*, urban design is defined as the total of components – including streets, buildings, open spaces, wind, natural resources, and visual resources – that may affect a pedestrian's experience of public space. A visual resource is defined as the connection from the public realm to significant natural or built features, including views of the waterfront, public parks, landmark structures or districts, otherwise distinct buildings or groups of buildings, or natural resources. In an urban design and visual resources assessment pursuant to CEQR, one considers whether and how a project or action may change the visual experience of a pedestrian, focusing on the components of the project or action that may have the potential to significantly and adversely affect the arrangement, appearance, and functionality of the built and natural environment. A detailed analysis of the potential impacts of the Proposed Actions and associated RWCDS on urban design and visual resources was prepared in conformance to the *CEQR Technical Manual*. This analysis describes existing conditions and compares conditions in the future without and with the Proposed Actions to determine potential urban design and visual resource impacts. The urban design and visual resources analysis is based on field visits, photography, and computer imaging.

B. PRINCIPAL CONCLUSIONS

The Proposed Actions would not result in significant adverse urban design or visual resource impacts in the Project Area or surrounding secondary study area. As described below, the Proposed Development would introduce a larger building--with a building form that departs from what currently exists in the area, along with new commercial space that is not currently permitted--but these changes would not result in significant adverse impacts. The proposed With-Action buildings on the Development Site would be constructed on an existing block and would not entail any changes to topography, open space, or natural features in the Project Area or secondary study area. While the With-Action development would introduce a private interior roadway with connection through the site from Franklin Avenue to Montgomery Street, the block shapes, street pattern and hierarchy would not be changed as a result of the proposed private interior roadway. Further, under future conditions without the Proposed Actions, curb cuts and driveways would be located at identical locations to serve the No-Action development's accessory parking garages, so there would be no incremental change between No-Action and With-Action conditions.

As detailed in **Chapter 1**, the Proposed Actions, including the establishment of an MIH area in the Project Area, would permit the development of more residential space on the Development Site than the No-Action condition, including approximately 474 units of affordable housing units pursuant to the MIH program (the Applicant also intends to provide 20 percent in addition to the City requirements to accommodate workforce housing, up to 789 affordable units) and an additional 586 market-rate units, in an area with high demand for affordable and market-rate apartments. The Proposed Development is anticipated to satisfy some of the existing demand for affordable and market-rate units in the Crown Heights neighborhood. The proposed density is requested by the Applicant to accommodate the workforce housing that exceeds the City's MIH program requirements.

As discussed below, the proposed With-Action development in the Project Area would result in the construction of two mixed-use buildings, consisting of two towers on separate contextual bases. The proposed C2-4 commercial overlay would permit ground-floor local retail and community facility uses in the Project Area, extending the commercial corridor of Empire Boulevard and southern Franklin Avenue north into the Project Area, activating the pedestrian streetscape along Franklin Avenue and Montgomery Street as compared to No-Action conditions. Additionally, as under No-Action conditions, the With-Action development would include the installation of new concrete sidewalks and new street trees along Franklin Avenue and Montgomery Street, enhancing the pedestrian experience in the area.

The proposed two 39-story buildings (421 and 424[1] feet tall excluding a 40-foot mechanical bulkhead) on the Development Site would be taller but within a similar number of stories to the 33-story Tivoli Towers (approximately 315 feet tall, excluding bulkhead) located two blocks to the north of the Project Area. The proposed height of the With-Action buildings on the Development Site, while taller than all other buildings in the study area, would not obstruct any significant viewsheds in the area, or substantially alter the pedestrian experience in the immediate vicinity of the Project Area as compared to the No-Action condition since the as-of-right development that would be constructed would have a five-story streetwall (approximately 60 feet tall before setback) and the proposed With-Action development would have a streetwall that ranges between six stories (approximately 75 feet tall before setback) and seven stories

[1] The first phase of the development would be on the southern half of the site and would be 39-stories and stand 421 feet tall excluding a 40-foot mechanical bulkhead. The second phase of the development would be on the northern half of the site and would stand 424-feet tall excluding a 40-foot mechanical bulkhead.

(approximately 85 feet tall before setback). Above these street walls, the proposed With-Action development would have two setbacks as the building rises sharply to the maximum height of the towers. From a pedestrian perspective, this increase of the streetwall by one to two floors (approximately 15-25 feet) between No-Action and With-Action conditions would be a minor change. Above these streetwalls, two smaller setbacks of 15' would be provided, with a tower consisting of an aggregate width of 175' along Montgomery Street, a 70-foot-wide street. Combined, the aggregate width of the two tower portions fronting along Franklin Avenue, a 70-foot-wide street, would be 310' in length, including an 80' gap between the towers. Although the additional floor and building base height may be noticeable to pedestrians, this increase of one to two floors and approximately 15-25 feet in the building base height would be consistent with the existing residential building to the south of the Development Site and the rezoned area along with the planned mixed-use development that would be constructed at the northwest corner of to the north of the Development Site along Franklin Avenue and Montgomery Street. While the proposed base heights would not depart significantly from the built context in the study area, there is no precedence for the overall proposed massing that combines a high contextual base, reduced setbacks, and tall towers aligned with the base. By selecting a zoning district (R9D), that is intended to be mapped along elevated rail lines, for a site that is not adjacent to such infrastructure, the proposed new development is able to pursue a built form that does not conform to the design principles of either a contextual, tower-on-a-base, or tower-in-the park development. Although the 15-foot setbacks would provide light and air to the street and would prevent the creation of sheer walls abutting the street, this proposed built form, which seeks to merge a contextual base with tall towers that consist of a large aggregate width in close proximity to the street, substantively departs from the urban design of the study area.

Some pedestrian views from vantage points located within the quarter-mile study area, but further away from the Development Site, would also experience significant changes (e.g., views north along Franklin Avenue from the south side of Empire Boulevard, or views east along Montgomery Street from the west side of Washington Avenue) (refer to **Figures 8-8f and 8-8h**), while others would not be affected due to the existing context of the built environment.

The proposed 39-story With-Action buildings would create a new backdrop for certain viewpoints in the study area, including the Brooklyn Botanic Garden and Jackie Robinson Playground. While these changes could be considered significant as they would exceed the height of the buildings in the study area, these changes would not be adverse, as the area is a densely developed urban environment and multiple mid- and high-rise buildings are existing or planned within three blocks of the Development Site (e.g., Tivoli Towers, Ebbets Field Houses, a 12-story building at 109-111 Montgomery Street, and two planned 16-story developments at 46 Crown Street and 931 Carroll Street). The latter two would each be developed pursuant to contextual zoning regulations and would be much shorter than the Proposed Project. However, these existing and planned No-Action developments are visible from various publicly accessible vantage points from within the study area, including the Brooklyn Botanic Garden and Jackie Robinson Playground. This is evidence of the already changing urban context of the area. While the proposed With-Action buildings on the Development Site would be taller than these existing mid-rise buildings and would be visible from various vantage points within the study area, the proposed buildings would not obstruct any significant view corridors in the secondary study area. While these towers would exceed the height of the existing buildings in the area, as discussed above, the urban design context in the surrounding area is varied and includes several different building typologies and a wide height range. Therefore, the proposed new development would result in changes to the urban design and visual resources of the study area but would not result in significant adverse urban design impacts.

C. METHODOLOGY

In general, an assessment of urban design is needed when a project may have effects on one or more of the elements that contribute to a pedestrian's experience of public space. These elements, the totality of which defines the concept of urban design, are described below:

- *Streets*. For many neighborhoods, streets are the primary component of public space. The arrangement and orientation of streets define the location and flow of activity in an area, set street views, and create the blocks on which buildings and open spaces are organized. The apportionment of streetscape between cars, bicycles, transit, and sidewalk is critical to making a successful streetscape, as is the careful design of street furniture, grade, materials used, and permanent fixtures, including plantings, streetlights, fire hydrants, curb cuts, and newsstands.
- *Buildings.* Buildings support streets. A building's streetwalls form the most common backdrop in the City for public space. A building's size, setbacks, lot coverage, placement on the zoning lot and block, the orientation of active uses, and pedestrian and vehicular entrances all play major roles in the vitality of the streetscape. The public realm also extends to building facades and rooftops, offering more opportunity to enrich the visual character of an area.
- *Visual Resources*. A visual resource is the connection from the public realm to significant natural or built features, including views of the waterfront, public parks, landmark structures or districts, otherwise distinct buildings or groups of buildings, or natural resources.
- *Open Space*. For the purposes of urban design, open space includes public and private areas, such as parks, yards, cemeteries, parking lots, and privately owned public spaces.
- *Natural Features*. Natural features include vegetation and geologic, topographic, and aquatic features. Rock out-croppings, street slopes, or varied ground elevation, beaches, or wetlands may help define the overall visual character of an area.
- *Wind*. Channelized wind pressure from between tall buildings and downwashed wind pressure from parallel tall buildings may cause winds that jeopardize pedestrian safety.

The Proposed Actions would facilitate development in the Project Area that would differ from existing zoning envelopes, and would result in physical changes beyond the bulk and form currently permitted as-of-right. This has the potential to change pedestrians' experience of public space. Therefore, it is appropriate to assess the Proposed Actions' potential impacts on urban design and visual resources.

A pedestrian wind condition analysis is not warranted for the Proposed Actions pursuant to *CEQR Technical Manual* methodology. As stated in the *CEQR Technical Manual*, construction of large buildings at locations that experience high wind conditions may result in an exacerbation of wind conditions due to "channelization" or "downwash" effects that may affect pedestrian safety. The need for a wind analysis is based on a number of factors, including whether the location is exposed to high wind conditions, such as along west and northwest-facing waterfronts, as well as the size and orientation of the buildings that are proposed to be constructed. As shown in **Figure 8-1**, the Project Area is not located along the waterfront, and therefore, is not exposed to high wind conditions. As such, a pedestrian wind condition analysis is not warranted for the Proposed Actions pursuant to *CEQR Technical Manual* methodology.

Study Areas

The study areas for the assessment of urban design and visual resources correspond to the areas where the Proposed Actions may influence the built environment, and is consistent with that used for the land

Urban Design Study Area

Legend

- Development Site
- Project Area
- Quarter-Mile Secondary Study Area

use analysis. For visual resources, the view corridors within the study area from which such resources are publicly viewable have been identified. The urban design analysis considers both a primary study area, which is generally coterminous with the boundaries of the Project Area, and a secondary study area, which extends a quarter-mile from the Project Area's boundary (refer to **Figure 8-1**).

D. PRELIMINARY ASSESSMENT

According to the *CEQR Technical Manual*, a preliminary assessment is appropriate when there is the potential for a pedestrian to observe, from the street level, a physical alteration beyond that allowed by existing zoning, including the following: (1) projects or actions that permit the modification of yard, height, and setback requirements; and (2) projects or actions that result in an increase in built floor area beyond what would be allowed as-of-right or in the future without the Proposed Actions. Beyond a preliminary assessment, a detailed analysis may be needed for projects or actions that potentially obstruct view corridors, compete with icons in the skyline, or make substantial alteration to the streetscape of a neighborhood by noticeably changing the scale of buildings. Detailed analyses are generally appropriate for rezonings that include an increase in permitted floor area or changes in height and setback requirements. As such, a detailed analysis of the Proposed Actions has been conducted, and is provided below.

E. DETAILED ASSESSMENT

Existing Conditions

The following section discusses existing urban design components in the primary and secondary study areas. The assessment focuses on streets, buildings, open space, natural resources, and visual resources; a pedestrian wind condition analysis is not warranted, as discussed above. The visual resources assessment considers important views of landmark structures and other distinct buildings and resources within, or viewable from, the primary study area, that may be obstructed due to development facilitated by the Proposed Actions. Three following figures are referenced throughout the existing conditions discussion below: **Figure 8-2** shows the existing density in floor area ratio (FAR) for the primary and secondary study areas, and **Figure 8-3a** shows the number of floors for each building in the study areas and **Figure 8-3b** shows existing building heights in the two study areas.

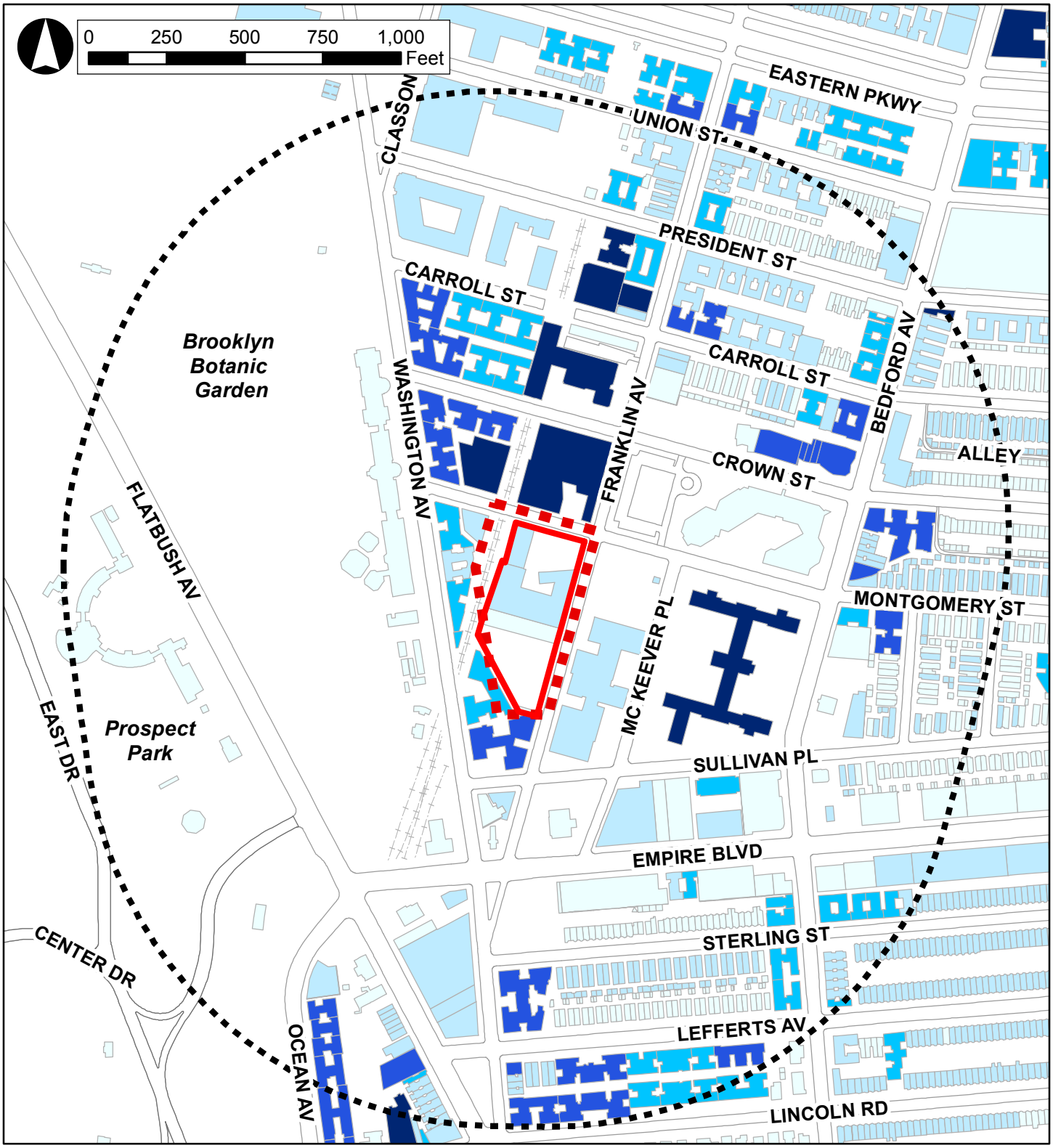
Primary Study Area (Project Area)

The primary study area is coterminous with the Project Area, which is located in the eastern portion of tax Block 1192 in the Crown Heights neighborhood of Brooklyn Community District 9 (refer to **Figure 8-1**). The Applicant-owned Development Site is comprised of Lots 41, 46, 63, and 66, and is located within an R6A zoning district. The balance of the Project Area also includes Lot 40 (located entirely within the R6A zoning district) and part of Lots 1, 77 and 85 (all three lots are located partially within the R6A zoning district and partially within the R8A zoning district). The topography of the Project Area slopes downward from Montgomery Street towards the southern edge of the Project Area.

Streets & Streetscape

The Project Area contains portions of two streets: Franklin Avenue and Montgomery Street (refer to

Existing & Planned Building Densities



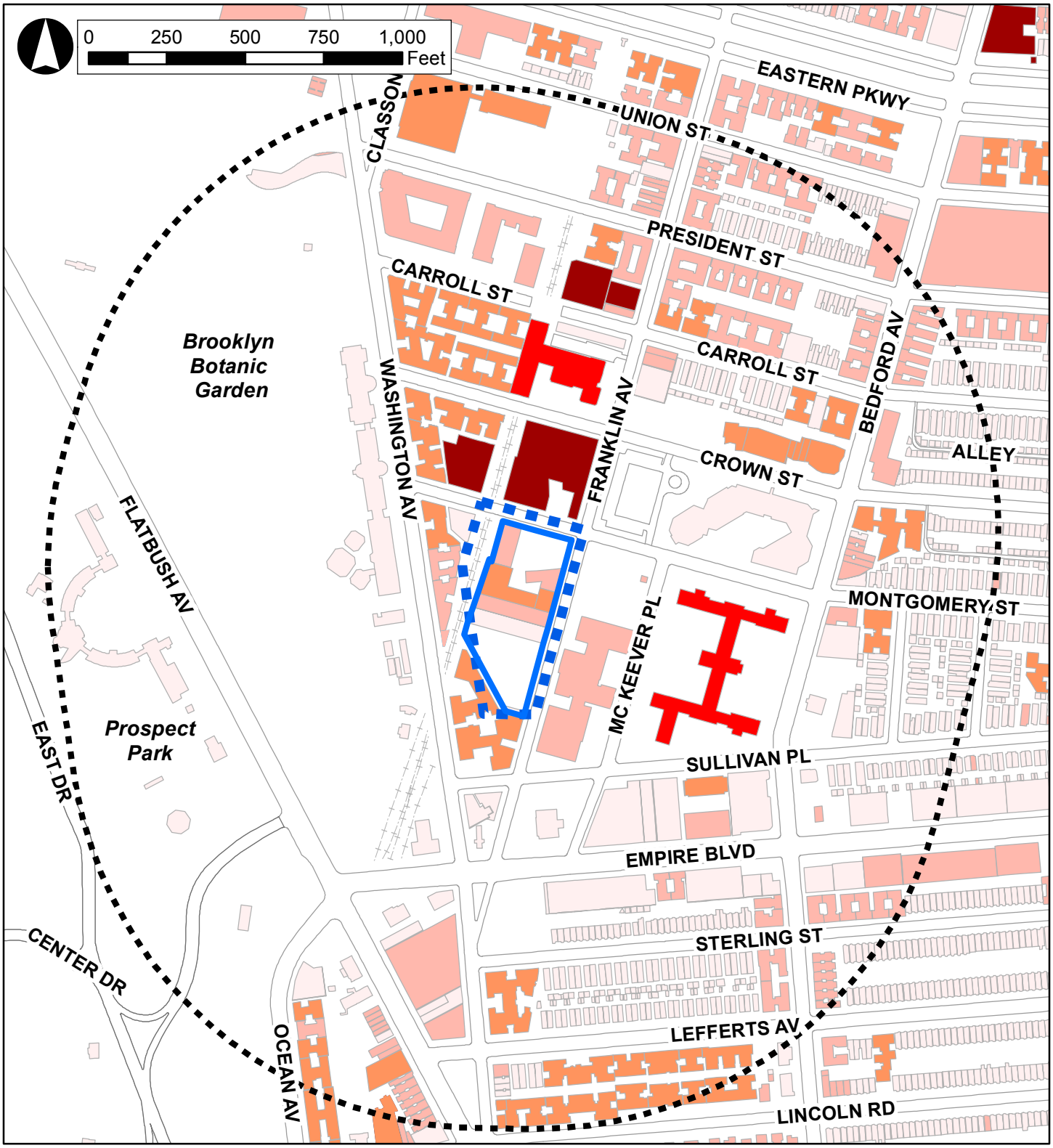
Legend

- Development Site
- Project Area
- Quarter-Mile Secondary Study Area

Built FAR

- Up to 1.0 FAR
- 1.1 - 3.0 FAR
- 3.1 - 4.0 FAR
- 4.1 - 5.0 FAR
- Greater than 5.0 FAR

Existing & Planned Building: Number of Floors

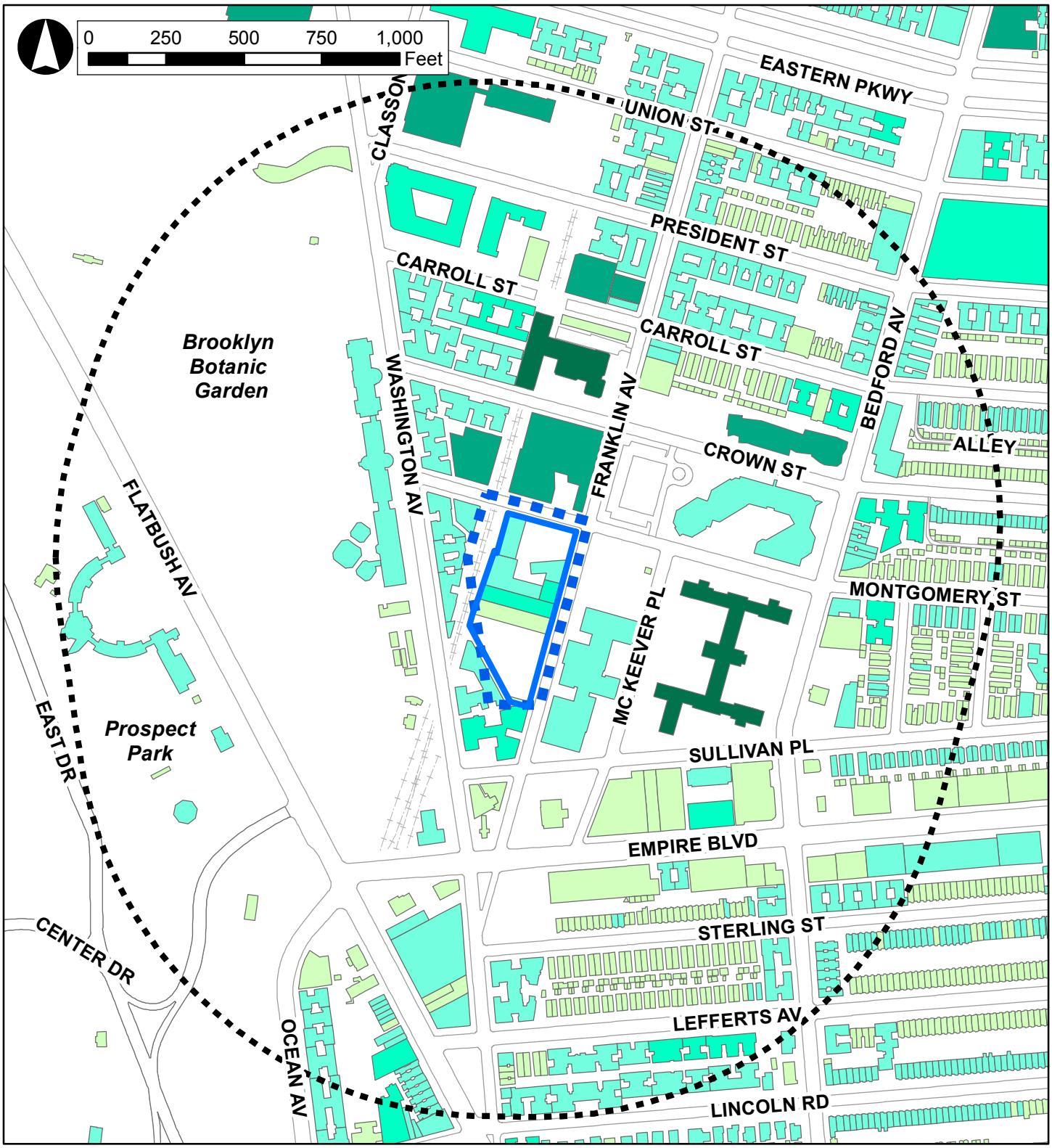


Legend

- Development Site
- Project Area
- Quarter-Mile Secondary Study Area

Number of Floors

- 1 - 2 Floors
- 3 - 5 Floors
- 6 - 9 Floors
- 10 - 20 Floors
- More than 20 Floors



Legend

- Development Site
- Project Area
- Quarter-Mile Secondary Study Area

Height in Feet

- 0.0 - 30.0 Feet
- 30.1 - 70.0 Feet
- 70.1 - 100.0 Feet
- 100.1 - 200.0 Feet
- 200.1+ Feet

Figure 8-1). Franklin Avenue is a minor two-lane southbound vehicular roadway that forms the eastern boundary of the Project Area. In the vicinity of the Project Area the roadway is 70 feet wide with parallel parking lanes and 18-foot concrete sidewalks in fair condition lining both sides of the street. Montgomery Street is a minor 70-foot-wide, one-way eastbound vehicular roadway that forms the northern boundary of the Project Area. Both Franklin Avenue and Montgomery Street are defined as narrow streets under the NYC Zoning Resolution. The roadway is lined with parallel parking lanes and 18-foot concrete sidewalks in poor to fair condition. The Project Area contains several traffic and parking signs and lampposts, and includes three existing street trees along Franklin Avenue within the Project Area and seven total street trees along Franklin Avenue. There is no street furniture within the Project Area. There are five existing curb cuts on Franklin Avenue and two existing curb cuts along Montgomery Street in the Project Area; however, only the curb cut on Franklin Avenue that serves the adjacent Golombeck facility is regularly used.

Buildings

Development Site

Morris J. Golombeck, Inc. Importers currently utilize Lots 41, 46, and 63 in the Project Area as a spice warehouse, processing, and distribution facility. Lot 41 accommodates a three-story Queen Anne style redbrick building with slate mansard roof fronting Montgomery Street and the adjacent Franklin Avenue Shuttle tracks. The approximately 21,900 sf building (1.75 FAR) was constructed as a horse stable for the Consumers Park Brewing Company Complex in 1895-99. As shown in **Figure 8-4a**, the second story windows of the building have been infilled with brick, its hooded dormers have been removed, and there is a significant amount of graffiti on the eastern, western, and northern facades of the building.

Lot 46 accommodates five two- to six-story Romanesque Revival redbrick buildings, which are separate but interconnected, as well as a decommissioned smoke stack in the central portion of the property. The five buildings have a combined floor area of approximately 66,900 sf and a total FAR of 1.24. Similar to the adjacent building on Lot 41, the structures on Lot 46 were originally built in 1898 as part of the Consumers Park Brewing Company Complex. As shown in **Figure 8-4a**, the buildings are all built out to the lot lines along Franklin Avenue, creating a continuous streetwall. The lower levels of the brick buildings are covered in graffiti, and much of the historic ornament on the buildings has been removed. A vehicular entrance and associated curb cut is located in the central portion of the facility's Franklin Avenue frontage, with a pedestrian entrance located immediately to the north. The remainder of Lot 46 consists of asphalt pavement surrounded by weeds and a chain-link fence topped with barbed wire (refer to **Figure 8-4a**). The Development Site is currently underbuilt pursuant to existing R6A zoning, with a built FAR of 0.85.

Immediately to the south is Lot 63, which accommodates a one-story, approximately 12,968 sf redbrick building fronting Franklin Avenue. The structure was built in 1938 as a factory, and is currently utilized as part of the Golombeck spice facility. As shown in **Figure 8-4a**, there is a significant amount of graffiti on the exposed eastern and southern facades of the building.

Lot 66 in the southern portion of the Development Site is approximately 58,431 sf, and is predominately vacant, with overgrown weeds surrounded by metal and chain-link fencing topped with barbed wire. There is a small, approximately 845 sf one-story structure located in the southernmost portion of the lot, adjacent to a dilapidated driveway. Like the remainder of the Development Site, the structure and much of the metal fencing surrounding the lot are covered in graffiti.

1. View west along Montgomery Street just west of Franklin Avenue, in the northern portion of the Project Area, including the existing building on Lot 41.

2. Northeast corner of the Development Site from Franklin Avenue and Montgomery Street.

3. View of Lots 46 and 63 of the Development Site along Franklin Avenue.

4. View of Lot 46 in the Development Site along Franklin Avenue, with the Tivoli Towers in the background.

Remainder of Project Area

A portion of Lot 1 is located in the western portion of the Project Area, and is comprised of the Metropolitan Transit Authority's (MTA's) Franklin Avenue Shuttle right-of-way, an open-cut subway line that transects Block 1192 from Montgomery Street to Washington Avenue (see **Figure 8-1**). The Franklin Avenue Shuttle tracks are located below-grade and surrounded by tall trees as well as brick and chain-link fencing at the street level (refer to **Figure 8-4b**). Immediately east of the tracks is Lot 40, an approximately 1,282 sf vacant lot surrounded by chain-link fencing, with 10 feet of frontage along Montgomery Street.

To the south of the Development Site are Lots 77 and 85, which are both partially located in the Project Area. Lot 77 accommodates a six-story, approximately 99,750 sf multi-family residential building (1015 Washington Avenue) with an FAR of 3.34. The tan-brick apartment building was constructed in 1932, and has frontage along Washington Avenue with an entrance setback in a courtyard (refer to **Figure 8-4b**). To the south is Lot 85, which contains a six-story, approximately 123,133 sf multi-family residential building (1035 Washington Avenue) with an FAR of 4.12. The tan-brick apartment building was constructed in 1930, and contains three wings with various setbacks along Franklin Avenue, Sullivan Place, and Washington Avenue (refer to **Figure 8-4b**).

Open Space & Natural Resources

There are no publicly accessible open space resources in the Project Area. As discussed above, Lot 66 in the southern portion of the Development Site is currently vacant with grasses and other vegetation covering the site, and is enclosed by metal and chain-link fencing. The only natural resources in the Project Area are the trees lining the Franklin Avenue Shuttle tracks in the western portion of the Project Area.

Visual Resources

As described in **Chapter 7, "Historic and Cultural Resources,"** the extant Consumers Park Brewing Company Complex structures on the Development Site (lots 41 and 46) are considered eligible for listing on the New York State and National Registers (S/NR). These structures are the only significant visual resources in the Project Area.

Secondary Study Area

The secondary study area encompasses lots located within a quarter-mile of the Project Area. As shown in **Figure 8-1**, the secondary study area is roughly bounded by Union Street to the north, Ludlam Place to the east, Lincoln Road to the south, and Prospect Park/Brooklyn Botanic Garden to the west. Because of the convergence of several street grids as well as the boundaries imposed by Prospect Park and the Brooklyn Botanic Garden, the secondary study area contains a variety of street types and block forms. As discussed in **Chapter 2, "Land Use, Zoning, & Public Policy,"** the secondary study area is mapped with a mix of residential and commercial zoning districts, and is predominately comprised of residential buildings, mixed residential and commercial buildings, institutions and public facilities, and open space resources.

Streets & Streetscape

Major vehicular thoroughfares in the secondary study area include Flatbush Avenue, Ocean Avenue, Washington Avenue, Bedford Avenue, and Empire Boulevard. Of these, Flatbush Avenue and Empire Boulevard are designated local truck routes. As shown in **Figure 8-1**, Flatbush Avenue runs northwest-

5. View of the southern portion of the Project Area from across Franklin Avenue, including vacant lot 66 and the six-story apartment buildings on lots 77 and 85.

6. View of the Franklin Avenue Shuttle tracks on lot 1 from Montgomery Street, with the existing buildings on the Development Site to the left.

7. View of the apartment buildings on the northwest corner of Franklin Avenue and Sullivan Place in the southern portion of the Project Area.

8. View of the apartment buildings fronting Washington Avenue on lots 77 and 85 in the southern portion of the Project Area.

southeast through the western portion of the secondary study area. The 100-foot-wide thoroughfare has two vehicular lanes in both directions. To the east are Washington and Bedford Avenues, 80-foot-wide roadways with single lanes of both northbound and southbound vehicular traffic. Bedford Avenue also contains northbound and southbound bike lanes on each side of the street. As shown in **Figure 8-1**, Empire Boulevard runs east-west through the southern portion of the secondary study area. The 100-foot-wide thoroughfare has two vehicular lanes in both directions to the west of Bedford Avenue; to the east of Bedford Avenue, the street contains single lanes of both eastbound and westbound vehicular traffic each flanked by a bike lane. Additionally, a small, curved section of Ocean Avenue is located in the southwestern corner of the secondary study area. Ocean Avenue is a 100-foot-wide thoroughfare with two-lanes of traffic in both directions.

Union, President, Carroll, Crown, and Montgomery Streets, Sullivan Place, Sterling Street, Lefferts Avenue, and Lincoln Road all generally run east-west in the secondary study area and carry local traffic (refer to **Figure 8-1**). All except Lefferts Avenue and Montgomery Street, these thoroughfares are all 70 feet wide and contain one lane of vehicular traffic. Montgomery Street is 70 feet wide, but carries one lane of eastbound and one lane of westbound vehicular traffic. Lefferts Avenue is 95 feet wide and carries one lane of eastbound and one lane of westbound vehicular traffic. Additionally, Lincoln Road contains a bike lane to the north of its vehicular lane.

Classon and Franklin Avenues and McKeever, Stoddard, and Ludlam Places are largely oriented north-south in the secondary study area, carrying local traffic (refer to **Figure 8-1**). Classon and Franklin Avenues are 70 feet wide; Stoddard and Ludlam Places are 60 feet wide; and McKeever Place is 50 feet wide. Classon Avenue contains one lane of northbound of vehicular traffic flanked to the west by a bike lane. Franklin Avenue contains one lane of southbound vehicular traffic. McKeever, Stoddard, and Ludlam Places all carry single lanes of both northbound and southbound vehicular traffic.

East Drive is a meandering thoroughfare located in Prospect Park in the western portion of the secondary study area (refer to **Figure 8-1**). Its entrance from Flatbush Avenue is cobblestone and lined with bollards and stone entrance gateposts. East Drive carries local vehicular traffic in both directions, and the portion of the roadway within the secondary study area contains unmarked perpendicular parking on the northern side of the street. It contains a protected bicycle path in the westernmost portion of the secondary study area and a bike lane to the west, adjacent to the Flatbush Avenue intersection.

All of the streets in the secondary study area are lined with parallel parking lanes and flanked with concrete sidewalks. Most of the streets in the secondary study area have street trees, street lights, and traffic and parking signs, fire hydrants, and street furniture, including benches, bike racks, garbage cans, phone booths, newsstands, mailboxes, newsracks, parking ticket machines, and bus stop shelters. There are multiple Citi Bike stations located throughout the secondary study area, including one immediately adjacent to the Project Area at the intersection of Franklin Avenue and Montgomery Street.

Buildings

The secondary study area contains a variety of building types, bulks, and heights. As shown in **Figure 8-1**, the majority of study area buildings are located to the east and south of Prospect Park/Brooklyn Botanic Garden. As detailed in **Chapter 2, "Land Use, Zoning, & Public Policy,"** approximately 62.1 percent of buildings in the secondary study are residential, approximately 18.4 percent are public facilities and institutions, and approximately 11.9 percent are mixed residential and commercial buildings.

As discussed in **Chapter 2, "Land Use, Zoning, & Public Policy,"** the surrounding area has a variety of

zoning districts that permit varied building typologies. The northern portion of the study area is zoned R6A which permits contextual residential buildings with a maximum height of 70 feet. To the north of the Development Site is zoned R8X, a residential district that typically produces 15- to 17-story apartment buildings similar to the building envelope of the older, traditional buildings in Prospect Heights and Park Slope that surround Grand Army Plaza (except for required setbacks in new buildings not provided in older ones). To the west of the Development Site is zoned R8A, a contextual zoning district that permits buildings approximately 12 to 14 stories in height. The block containing Ebbets Field Houses and a small area in the southwest corner of the study area is zoned R7-1, which is governed by height factor regulations. On larger lots, R7-1 typically results in taller apartment buildings that are setback further from the street with open areas surrounding individual buildings, commonly referred to as "tower in the park"-style developments. The area to the east of the Development Site is zoned R6. R6 zoning districts are medium-density residential districts ranging from large-scale "tower in the park" developments to neighborhoods with a diverse mix of building types. R6 districts have a maximum FAR of 2.43 with a maximum building height governed by a sky exposure plane, which begins 60 feet above the street line. Along Empire Boulevard is zoned C8-2, which permits commercial and manufacturing uses in a district governed by the sky exposure plane, which begins 30 feet above the street line. Refer to **Chapter 2, "Land Use, Zoning, & Public Policy,"** for a more detailed discussion of zoning in the area surrounding the Development Site.

As shown in **Figures 8-2**, **8-3a** and **8-3b**, the eastern and southern portions of the secondary study area are lined with low-rise, low-density rowhouses and semi-detached residences with detached rear-yard garages on small, narrow lots. Speculative developers constructed these structures around the turn of the 20th century, creating uniform streetwalls that remain largely intact along midblock sections of Lefferts Avenue, Sullivan, Stoddard, and Ludlam Places, and Sterling, Montgomery, Crown, Carroll, and President Streets in the secondary study area. As shown in **Figure 8-5a**, these residences are setback from the streetline, and most contain front stoops and landscaped front yards surrounded by short brick or stone walls or iron fences.

The secondary study area also contains a large number of higher density apartment buildings on larger lots, constructed in the 1920s and 1930s. The majority of these buildings are located immediately east of the Brooklyn Botanic Garden, adjacent to the Project Area; to the northeast of the Project Area along Franklin and Bedford Avenues and President and Carroll Streets; and in the southernmost portion of the study area fronting Ocean, Washington, Lefferts, and Bedford Avenues and Lincoln Road. As shown in **Figure 8-5a**, these apartment buildings are mostly clad in tan or red brick and generally rise four to six stories without setbacks. The ground floors of those in close proximity to Prospect Park/Brooklyn Botanic Garden are surrounded by small, planted areas with short iron fences, and some have entrances set back in inner courtyards, providing breaks in the otherwise uniform streetwalls.

While most of the existing building stock consists of buildings below ten stories tall, there are also two high-rise residential developments in the immediate vicinity of the Project Area: the Ebbets Field Houses and the Tivoli Towers. Two blocks to the east of the Project Area are the Ebbets Field Houses, a seven-building residential complex located on the large block bounded by Montgomery Street, Bedford Avenue, McKeever Place, and Sullivan Place. Constructed in 1960, the interconnected buildings are setback from the streetline, and are surrounded by lawns and surface parking lots for building residents. The Ebbets Field Houses rise 25 stories without setbacks, and have an FAR of 5.73 (see **Figure 8-5a**).

Built in 1971, the Tivoli Towers are located in the eastern portion of the block bounded by Franklin Avenue, Carroll Street, Washington Avenue, and Crown Street two blocks to the north of the Project Area. The residential component of the Tivoli Towers is setback from Crown Street and Franklin Avenue, surrounded

1. Rowhouses on the north side of Sterling Street between Bedford and Washington Avenues.

2. Apartment buildings on the south side of Lefferts Avenue between Bedford and Washington Avenues.

3. CUNY's Medgar Evers College at the northwest corner of Bedford Avenue and Crown Street, with the Tivoli Towers in the background.

4. View of the Project Area looking south across Montgomery Street just west of Franklin Avenue, with the Ebbets Field Houses in the background.

by pavement and landscaping, and the wings of the tower rise up to 33 stories (see **Figure 8-5a**). A one-story enclosed parking area for building residents is located in the southwest corner of the lot, fronting Crown Street. The property has an FAR of 5.04.

A new 12-story residential condominium building was recently constructed at 109-111 Montgomery Street. This development replaced a former one-story building that was previously owned and occupied by the Brooklyn Botanic Garden. Residential occupancy of the building was anticipated by 2020. This development is constructed at the property line and includes an eight-story streetwall along Montgomery Street (approximately 78 feet tall). After a 15-foot setback from the streetwall, the development rises to a maximum height of 117 feet. The development has a total FAR of 6.01.

As detailed in **Chapter 2**, Empire Boulevard and the southern section of Flatbush Avenue are the main commercial thoroughfares in the secondary study area. The low-rise, low-density buildings fronting these thoroughfares are generally built out to the lot lines, although some are setback in order to provide vehicular parking in front (see **Figure 8-5b**).

There are five schools in the secondary study area, which comprise all or large portions of blocks. To the north of the Project Area are the High Schools for Music & Theatre and Global Citizenship at 883 Classon Avenue and Clara Barton High School and P.S. 241 at 901 Classon Avenue. Ebbets Field Middle School is located immediately east of the Project Area at 46 McKeever Place, and to the north is CUNY's Medgar Evers College campus, which fronts both sides of Crown Street and Bedford Avenue. All of these schools contain four- to six-story buildings largely built out to the lot lines and surrounded by parking lots, athletic fields, and/or playground areas (see **Figures 8-5a** and **8-5b**).

Additionally, there are buildings located within the Brooklyn Botanic Garden and Prospect Park that are visible to pedestrian passersby in the western portion of the secondary study area. As shown in **Figure 8-1**, the low-rise Brooklyn Botanic Garden's Laboratory Administration Building (S/NR-eligible and LPC-designated) is located in the Brooklyn Botanic Garden. The Administration Building, Palm House, Goldman Atrium, and adjacent accessory buildings are located along Washington Avenue. All of these structures are set back from the streetline and surrounded by gardens, landscaping, and iron fencing. The Prospect Park Zoo and the Lefferts Historic House (S/NR-Listed and LPC-designated) are both visible on the western side of Flatbush Avenue. The Lefferts Historic House is set back from the streetline, surrounded by grass, trees; the zoo building is also set back behind brick and metal entrance gates on Flatbush Avenue.

Open Space & Natural Resources

As detailed in **Chapter 2, "Land Use, Zoning, & Public Policy,"** almost 32 percent of total lot area in the secondary study area is open space. Each of the area's open space resources is described in detail in Chapter 5, "Open Space Resources." The 1-acre Jackie Robinson Playground is located immediately to the east of the Project Area at the southeast corner of Franklin Avenue and Montgomery Street. A portion of Prospect Park, including the Prospect Park Zoo at 450 Flatbush Avenue, is located in the southwestern portion of the secondary study area. Additionally, a majority of the 52-acre Brooklyn Botanic Garden is located within the western portion of the study area. Another open space resource in the secondary study area is the 1.36-acre Dr. Ronald McNair Park, bounded by Eastern Parkway, Classon Avenue, and Washington Avenue to the northwest of the Project Area. While all of these open space resources contain a variety of natural features that are native to this region, the Brooklyn Botanic Garden contains a variety of native and exotic plants, as described in **Chapter 9, "Natural Resources."** Other natural features in the secondary study area include street trees and other landscaping around buildings discussed above.

5. View south along Franklin Avenue south of Montgomery Street, with Ebbets Field Middle School to the left and the Project Area across the street to the right.

6. View northwest along Empire Boulevard from Bedford Avenue, with the Ebbets Field Houses in the background.

7. View southwest along Washington Street from the intersection of Crown Street, at the Brooklyn Botanic Garden's Administration Building.

8. View of the Administration Building looking west from within the Brooklyn Botanic Garden, with the Tivoli Towers in the background.

Visual Resources

There are a number of open space resources and landmark structures that are significant visual resources in and immediately adjacent to the secondary study area. As detailed above, the extant Consumers Park Brewing Company Complex structures in the Development Site (Lots 41 and 46) are eligible for listing on the S/NR. These buildings can be seen from several vantage points along Franklin Avenue and Montgomery Street, as shown in **Figure 8-4a**.

Jackie Robinson Playground is located immediately adjacent to the Development Site on the east side of Franklin Avenue. Additionally, a portion of Prospect Park is located in the westernmost portion of the study area. Prospect Park is an S/NR-listed and New York City Landmarks Preservation Commission (LPC)-designated Scenic Landmark, and encompasses the LPC-designated Peter Lefferts House on Flatbush Avenue. Prospect Park can be seen from various points along Flatbush and Ocean Avenues, as well as the multitude of vehicular, bicycle, and pedestrian paths within the park. The Brooklyn Botanic Garden, another significant visual resource in the western portion of the secondary study area, encompasses the S/NR-eligible Japanese Hill and Pond Garden and the S/NR-eligible and LPC-designated Laboratory Administration Building at 1000 Washington Avenue. The Brooklyn Botanic Garden can be seen from Flatbush and Washington Avenues, as well as points along President, Carroll, Crown, and Montgomery Streets when looking west (refer to **Figure 8-5b**).

Prospect Heights High School at 883 Classon Avenue and P.S. 241 at 976 President Street are S/NR-eligible landmarks located in the northern portion of the secondary study area. Additionally, as discussed further in **Chapter 7, "Historic & Cultural Resources,"** the S/NR-eligible and LPC-designated Bureau of Fire Communication's Brooklyn Central Office is located on the northwest corner of Empire Boulevard and Washington Avenue. All of these buildings are significant visual resources in the secondary study area that can be seen from various vantage points along adjacent streets.

In the northern portion the secondary study area are the S/NR-listed and LPC-designated Brooklyn Museum at 200 Eastern Parkway and the Dr. Ronald McNair Park discussed above. Both of these significant visual resources can be seen from Washington and Classon Avenues in the secondary study area when looking north. Eastern Parkway is an S/NR-listed and LPC-designated Scenic Landmark located outside of the secondary study area which can be seen when looking north on Franklin Avenue in the secondary study area. Additionally, the Bedford-Union Armory at 1555 Bedford Avenue is an S/NR-eligible landmark located immediately northeast of the secondary study area, which can be seen from points along President Street and Bedford Avenue in the study area. Immediately south and southeast of the secondary study area are the S/NR-listed Lefferts Manor Historic District and the LPC-designated Prospect Lefferts Gardens Historic District. Contributing buildings in these historic districts can be seen when looking east along Lefferts Avenue and Sterling Street and looking south along Bedford Avenue in the secondary study area.

The Future Without the Proposed Actions (No-Action Condition)

In the future without the Proposed Actions, it is anticipated that current land use trends and general development patterns in the primary and secondary study areas would continue. No streetscape changes or improvements are expected to be completed within the secondary study area in the 2024 future without the Proposed Actions. The following discusses anticipated urban design conditions in the future without the Proposed Action.

Primary Study Area (Project Area)

As discussed in **Chapter 1, "Project Description,"** in the future without the Proposed Actions, it is anticipated that the Morris J. Golombeck, Inc. Importers spice company operations would vacate the Development Site, and the existing buildings on the site, including the S/NR-eligible Consumers Park Brewing Company Complex structures, would be demolished. Subsequently, two as-of-right residential buildings would be constructed pursuant to the existing R6A zoning. It is expected that the No-Action development would be built out to the maximum permitted FAR of 3.0 in R6A zoning districts, with approximately 414,607 gsf of residential uses (518 dwelling units) and approximately 259 ground- and cellar-level parking spaces. As MIH would not be established, affordable housing would not be required and is not anticipated to be developed.

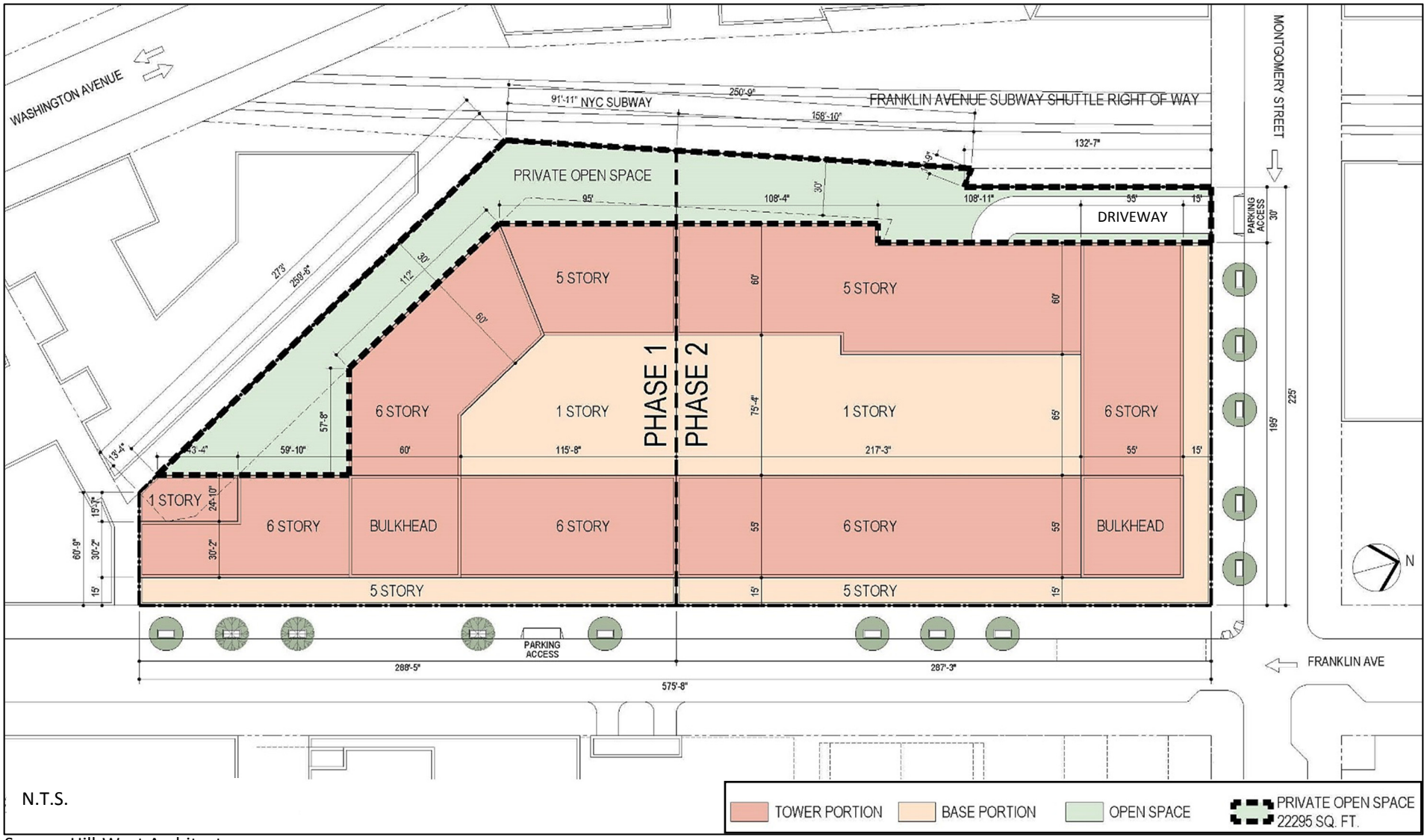
As shown in **Figure 8-6**, the No-Action development would be built-out to the lot lines on Franklin Avenue and Montgomery Street, creating continuous streetwalls. Pursuant to existing R6A zoning regulations, the buildings would rise five stories (approximately 60 feet) before setting back 15 feet. The buildings would then rise another floor (10 feet) to a total height of six stories (approximately 70 feet). As there is no commercial overlay at present, the ground floor would not contain any local retail uses; rather, it would consist of the residential lobby, residential units, and amenity space. Access to the Phase I parking garage would be located on Franklin Avenue and Montgomery Street as follows: access from Franklin Avenue would be provided via a curb cut located approximately 125 feet north of the southern property line; access from Montgomery Street would be provided via a curb cut located at the western edge of the site near the property line. Additionally, street trees would be planted along Franklin Avenue and Montgomery Street adjacent to the No-Action development, consistent with zoning requirements.

As detailed in **Chapter 1**, no other changes are expected to occur in the Project Area in the future without the Proposed Actions.

Secondary Study Area

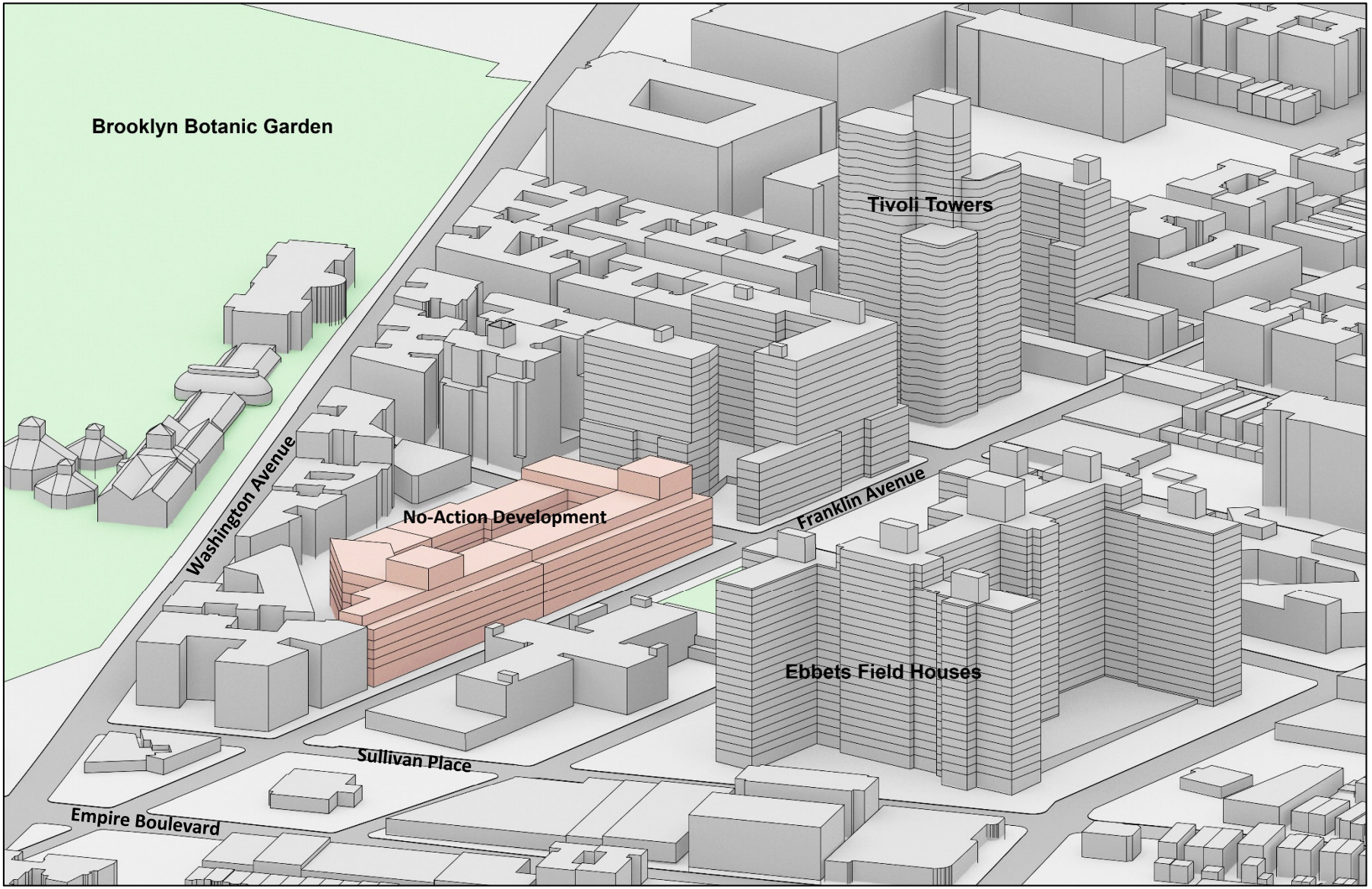
Within the approximate quarter-mile secondary study area, there are five known projects (other than the No-Action development that would be constructed on the Development Site) anticipated to be completed in the 2024 future without the Proposed Actions (refer to **Table 2-4** in **Chapter 2**). A 12-story residential building with 163 DUs was recently completed at 109-111 Montgomery Street immediately north of the Project Area. The 6.01 FAR development is constructed to the streetline and includes an eight-story (78-foot) streetwall. After reaching its maximum base height the development sets back 15 feet from Montgomery Street and reaches a maximum height of 117 feet. Further north, a 16-story residential building with 128 DUs is planned for 931 Carroll Street. The development would be built at the streetwall and would rise seven stories (approximately 73 feet) before setting back from the streetwall. After a 15-foot setback, the development would rise to its maximum height of 175 feet. A 16-story mixed-use building with 390 DUs and approximately 16,284 sf of commercial space is slated for 40 Crown Street. The development would rise 98 feet along the streetline before setting back 15 feet from the street. The building would then reach a maximum height of 169 feet. A 16-story, mixed-use building with 47 DUs and approximately 7,500 sf of commercial space is slated for 882-886 Franklin Avenue. The development would rise approximately 104 feet to reach its maximum base height and then setback 15 feet from the streetwall before reaching its maximum height of 174 feet. Each of these developments would be constructed pursuant to contextual zoning district regulations, which stipulate a maximum height for developments depending on the zoning district. Additionally, the Bedford-Union Armory development is

Figure 8-6a
Illustrative No-Action Condition Site Plan



Source: Hill-West Architects

Figure 8-6b
Illustrative No-Action Condition Massing



Source: Hill-West Architects

expected to result in 390 affordable DUs, approximately 48,997 sf of commercial space, and approximately 90,374 sf of community facility space.

No changes to streets, streetscapes, open space, natural resources, or visual resources in the secondary study area are expected to occur in the 2024 future without the Proposed Actions.

The Future With the Proposed Actions (With-Action Condition)

As detailed in **Chapter 1, "Project Description,"** the Proposed Actions include zoning map and text amendments, as well as a LSGD special permit, and a special permit to reduce the parking requirement. The proposed zoning map amendment would rezone the Project Area from R6A to R9D with a C2-4 commercial overlay mapped within 100 feet of Franklin Avenue. The zoning map amendment would increase the permitted FAR in the Project Area from 3.0 to 10.0, although the Large Scale General Development Special Permit and restrictive declaration for the site would limit the site's FAR to a maximum of 9.7. The proposed zoning text amendment to Section 23-90 (Appendix F) of the Zoning Resolution would establish the entirety of the Project Area as a Mandatory Inclusionary Housing (MIH) area, requiring the construction of permanently affordable residential units in the Project Area. An LSGD special permit would allow the location of buildings in the Project Area without regard to applicable height and setback, distance between buildings, and yard regulations. Additionally, a special permit pursuant to ZR Section 74-533 is sought to reduce the parking requirements for the Development Site per ZR Section 25-53. The Proposed Actions would facilitate the development of two mixed-use buildings with residential, commercial, and community facility space on the Development Site. The following sections describe anticipated urban design conditions in the 2024 future with the Proposed Actions. **Figure 8-7a** provides a conceptual site plan of the proposed With-Action buildings, and **Figure 8-8** provides illustrative renderings of pedestrian views in the With-Action conditions as compared to No-Action conditions.

Primary Study Area (Project Area)

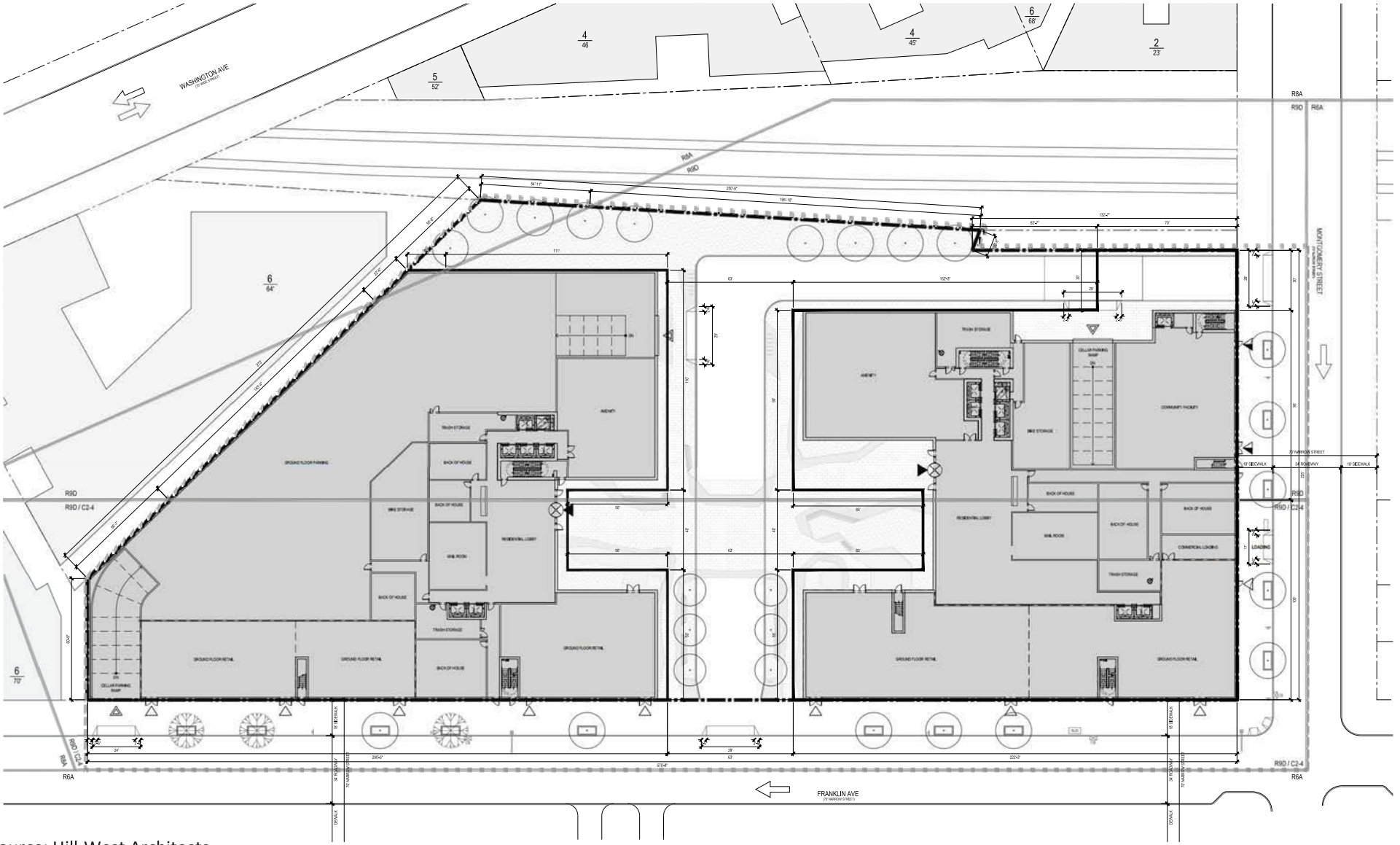
Streets & Streetscape

Development facilitated by the Proposed Actions would be constructed on an existing block, and no changes to street patterns or hierarchies would occur as a result of the Proposed Actions. The With-Action development would introduce a 30-foot-wide private interior roadway that would provide connection through the site between Montgomery Street and Franklin Avenue, the two streets on which the project has frontage. The "L"-shaped roadway would extend west through the site from Franklin Avenue (a 70-foot-wide right-of-way) between the two proposed buildings and would extend south along the western edge of the site from Montgomery Street (a 70-foot-wide right-of-way). The main residential lobbies are planned on the south and north of the roadway to serve the Phase I and Phase II buildings, respectively. Approximately 10,790 sf of publicly-accessible landscaped plazas are proposed in the interior portion of the site on each side of the roadway near the residential entrances. These spaces would be memorialized as publicly accessible in an agreement with the Applicant in connection with the land use application. Overall, the block shapes, street pattern and hierarchy would not be changed as a result of the proposed private roadway.

Consistent with No-Action conditions, the proposed With-Action buildings would be built out to the lot lines on Franklin Avenue and Montgomery Street, creating continuous streetwalls along each building frontage. Unlike the No-Action conditions, the streetwall for the Proposed Development would be interrupted between the two proposed buildings where the roadway and interior plaza areas are proposed, with an approximately 73-foot break proposed between the northern and southern buildings.

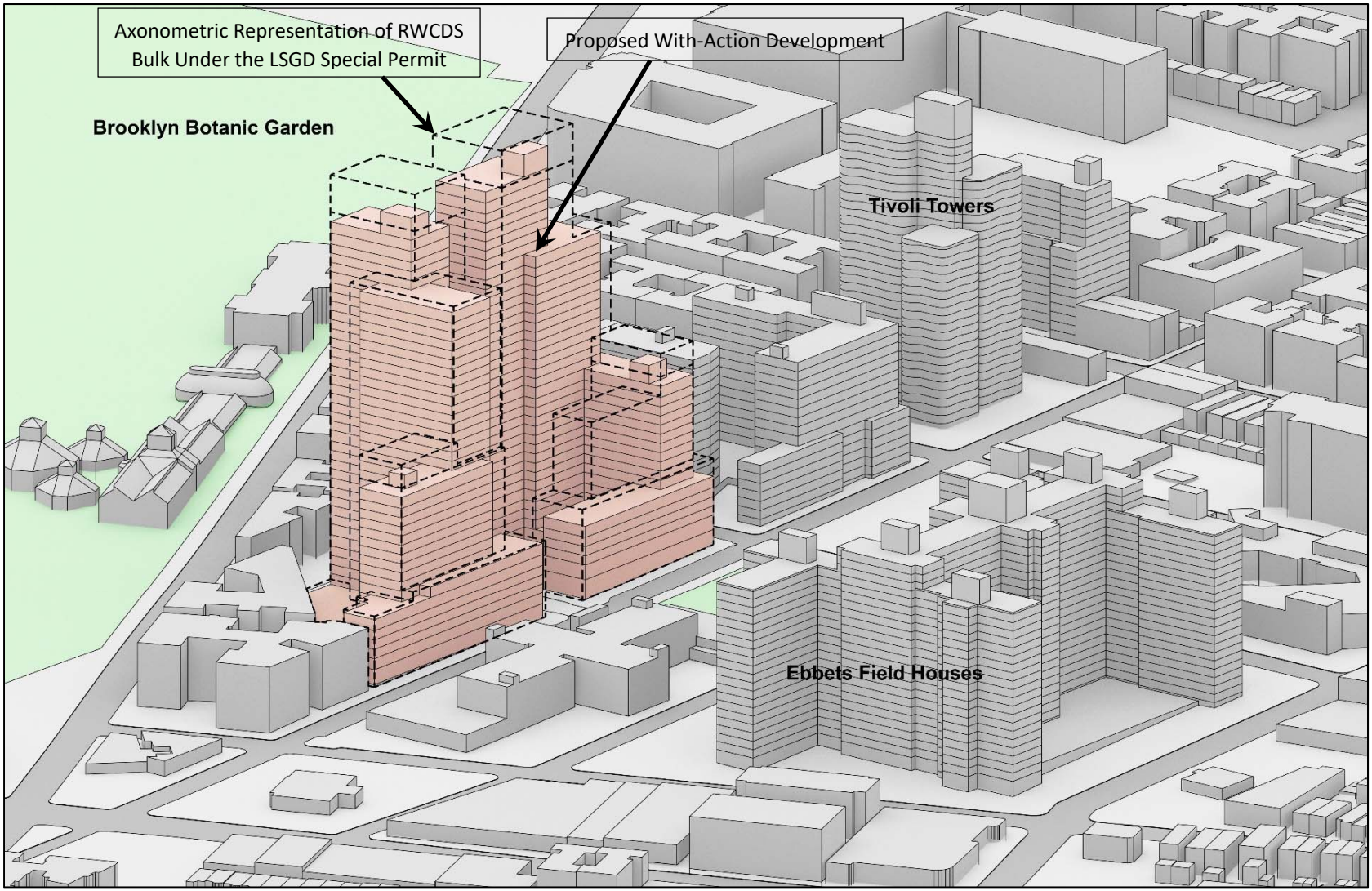
Figure 8-7a

Illustrative With-Action Condition Site Plan



Source: Hill-West Architects

Figure 8-7b
Illustrative With-Action Condition Massing



Source: Hill-West Architects

New concrete sidewalks and street trees would be provided along the west side of Franklin Avenue and the south side of Montgomery Street immediately adjacent to the Development Site. However, the With-Action buildings would contain ground-floor local retail and community facility spaces, which would not be permitted under the No-Action conditions, activating the streetscape in the vicinity of the Development Site in the future with the Proposed Actions.

Buildings

The Proposed Actions would facilitate the construction of two mixed-use buildings on the Development Site with 1,578 dwelling units, of which 474 would be affordable pursuant to MIH; approximately 21,183 gsf of local retail uses; approximately 9,678 gsf of community facility space; and parking for approximately 16 percent of all market-rate DUs. The Applicant intends to provide additional affordable units at the following affordability levels: 60 percent would accommodate families at or below 80 percent AMI, (474 units, consistent with and exceeding MIH Option 2), 20 percent in addition to MIH requirements to accommodate families at or below 100 percent AMI (158 units) and 20 percent of the units in addition to MIH requirements to accommodate families at or below 120 percent AMI (157 units). During the first phase of construction, a 39-story (approximately 421-foot) tower on a contextual base would be constructed on the southern portion of the Development Site (Lots 63 and 66). As shown in **Figures 8-8a** and **8-8b**, the Phase I tower would have a six-story streetwall for approximately 65 feet along Franklin Avenue at the southern end of the site, which would step up to a seven-story streetwall for approximately 225 feet to the north along Franklin Avenue. The building would be setback 15 feet before rising to 17 stories (197 feet), and then setback another 5 feet before rising to 34 stories (369 feet), and would then setback approximately 85 feet to the 39-story (421-foot) portion of the building.

The proposed R9D zoning district was created to accommodate towers facing elevated rail lines and produce tall buildings set back from the street line to minimize train noise for occupants of the buildings and maximize light and air for pedestrians at street level. In R9D zoning districts, the minimum and maximum lot coverage for the tower portion above 85 feet is 33% and 40%, respectively. In order to allow greater flexibility in the bulk envelope, a special permit pursuant to a Large Scale General Development would permit a tower lot coverage from 7% up to 44%. Along the Franklin Avenue frontage and the rail cut, the aggregate width of the maximum RWCDS bulk envelope tower portions of the Phase I building over 175 feet tall would be approximately 225 feet (includes overlapping building elements), including a 95-foot long section of the 17-story portion of the building, a 45-foot long section of the 34-story portion of the building, and an 85-foot long section of the 39-story portion of the building. Because the tower would not be adjacent to an elevated rail line, the tower's street wall would be aligned with the base and not offset in relation to the street. The setback of this tower above the base would be limited to 15 feet due to the absence of an elevated structure, and the base could rise to the proposed 75 feet. In contrast, setbacks in R9D zoning districts, that are mapped along elevated rail line, must be at least 20 feet and the base height is limited to 25 feet. Furthermore the total width of the towers facing Franklin Street would exceed the permitted 125 feet for tower width under R9D as the site has no elevated rail frontage condition.

For the frontage of the Phase I development along the internal roadway, the aggregate width of the maximum RWCDS bulk envelope tower portions of the building over 175 feet tall would be approximately 200 feet (includes overlapping building elements), including a 5-foot long section of the 17-story portion of the building, an 85-foot long section of the 34-story portion of the building, and a 110-foot long section of the 39-story portion of the building.

Illustrative No-Action and With-Action Renderings - Northeast

1. Illustrative No-Action rendering of the as-of-right building's Franklin Avenue frontage from the northeast corner of Montgomery Street and Franklin Avenue.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope's Franklin Avenue frontage from the northeast corner of Montgomery Street and Franklin Avenue.

The building's ground- and cellar-level parking garage would be accessed via a curb cut on Franklin Avenue, as well as an internal roadway, which would have a driveway located between the two proposed With-Action buildings (refer to **Figure 8-7a**).

In the second phase of construction, a 39-story (approximately 424-foot) tower on a contextual base would be constructed on the northern portion of the Development Site (lots 41 and 46). As shown in **Figures 8-8a** and **8-8b**, the Phase II tower would have a six-story street wall for approximately 222 feet along Franklin Avenue and 225 feet along Montgomery Street before setting back 15 feet and rising to 17 stories (198 feet). After the 17th story, the building would setback 90 feet from Franklin Avenue and 22 feet from Montgomery Street, before rising to 31 stories (340 feet). The building would then setback 15 feet from Franklin Avenue and 65 feet from Montgomery Street before rising to a maximum building height of 39 stories (424 feet). The building's ground- and cellar-level parking garage would be accessed via a curb cut on Montgomery Street, as well as an internal roadway, which would have a driveway located between the two proposed With-Action buildings (refer to **Figure 8-7**).

As described above, the proposed R9D zoning district is intended for streets facing elevated rail lines and includes lot coverage requirements for the tower portion above 85 feet, which the proposed special permit pursuant to a Large Scale General Development would seek to modify to allow greater flexibility in the aggregate width of towers and resultant massing. For the frontage of the Phase II development along the Franklin Avenue frontage and the rail cut, the aggregate width of the maximum RWCDS bulk envelope tower portions of the Phase II building over 175 feet tall would be approximately 207 feet (includes overlapping building elements), including a 55-foot long section of the 17-story portion of the building, an 87-foot long section of the 31-story portion of the building, and a 65-foot long section of the 39-story portion of the building.

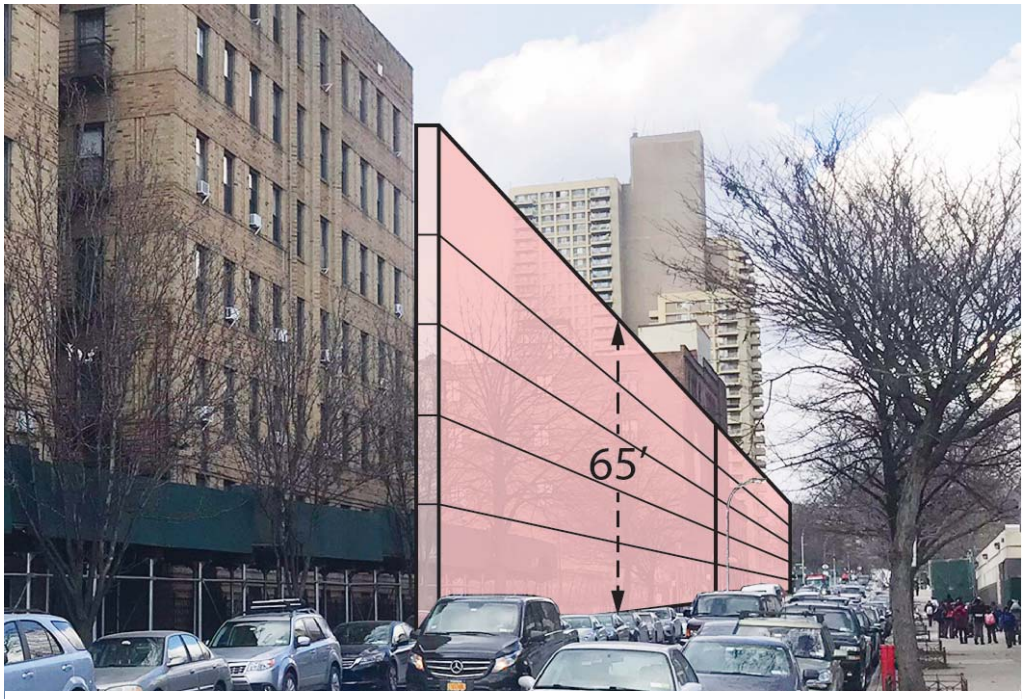
For the frontage of the Phase II development along Montgomery Street, the aggregate width of the maximum RWCDS bulk envelope tower portions of the building over 175 feet tall would be approximately 180 feet (includes overlapping building elements), including a 90-foot long section of the 17-story portion of the building, and a 90-foot long section of the 39-story portion of the building. Similar to the Phase I tower, the Phase II tower would have a taller base, reduced setbacks, and greater tower width frontage along streets due to a lack of an elevated rail line adjacent to the Project Area.

As noted above, the With-Action buildings would contain ground-floor local retail and community facility spaces, which would not be provided under No-Action conditions, activating the streetscape in the vicinity of the Development Site in the future with the Proposed Actions. Additionally, as under No-Action conditions, street trees would be planted along Franklin Avenue and Montgomery Street adjacent to the Development Site under With-Action conditions. The proposed buildings would also contain private open space features for building residents, detailed below.

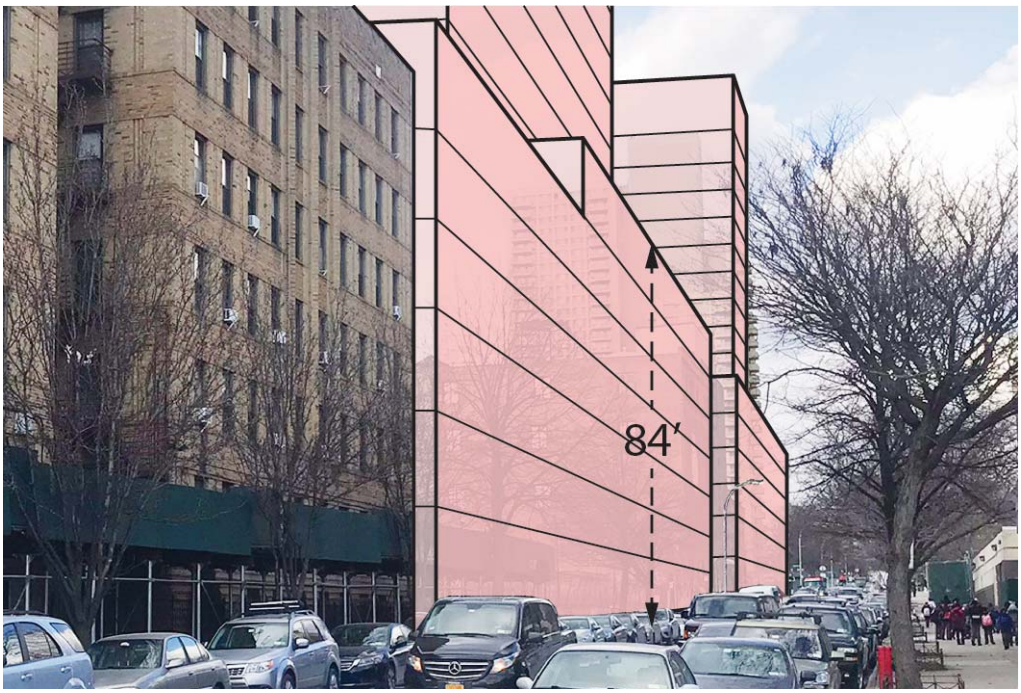
Open Space & Natural Resources

The Proposed Actions would not result in any changes to topography in the Project Area. As discussed above, the Project Area does not contain any publicly accessible open spaces or significant natural resources. In the future with the Proposed Actions, it is anticipated that approximately 38,074 sf of open space areas would be provided on the Development Site, including approximately 13,360 sf of private roof garden terrace areas, and approximately 10,790 sf of publicly accessible open space. It is anticipated that the publicly-accessible passive open space areas would contain seating areas; however, as design of the open space areas has not been completed at this time, other potential future amenities are not yet known. Maintenance standards and hours of operation would be memorialized in the restrictive declaration

Illustrative No-Action and With-Action Renderings - Southeast



1. Illustrative No-Action rendering of the as-of-right building from Franklin Avenue near the southeast corner of the site.



2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Franklin Avenue near the southeast corner of the site.

recorded against the property. The balance of the open space areas would be private open spaces for use by building residents.

The maximum heights of the buildings to be developed would reach up to 421 feet and 424 feet for the two proposed towers. These building heights would be taller than the existing buildings immediately surrounding the Development Site. Building height, nighttime lighting, and the reflective nature of glass façades would affect the potential for the proposed buildings to result in collisions by birds migrating at night (Schmidt-Koenig 1979, Ogden 1996, Avery et al. 1976 in Ogden 1996, Martin 1990 in Ogden 1996). In addition, landscaping design and the design of the lower building stories would affect the potential for the proposed buildings to cause daytime bird strikes. Approximately 75 percent of nocturnally migrating songbirds do so at altitudes of between 500 and 2,000 feet (600 meters) above the surface (Deinlein undated; Kerlinger 1995). In general, structures that are about 500 feet or less in height (i.e., below the migratory altitude for most migratory songbirds) would be expected to pose a lower risk for bird collisions. Therefore, the proposed maximum building heights (i.e., 421 and 424 feet) would pose a low risk for bird losses due to building strikes, and no significant adverse impacts to populations of songbirds migrating through New York City are expected. Consideration will be given to incorporating measures to reduce the potential for resident and migratory bird strikes, such as those outlined in the New York City Audubon Bird-Safe Building Guidelines (undated, www.nycaudubon.org).

Visual Resources

No changes to visual resources would occur in the Project Area as compared to No-Action conditions. As under No-Action conditions, in the future with the Proposed Actions, the existing buildings on the Development Site, including the S/NR-eligible Consumers Park Brewing Company Complex structures on Lots 41 and 46, would be demolished, and the site would be redeveloped with two new mixed-use buildings, as detailed above.

Secondary Study Area

The Proposed Actions are Project Area-specific, and would not alter building uses, bulks, or arrangements in the surrounding area, or result in any changes to streets, blocks, topography, open spaces, or natural features in the secondary study area under With-Action conditions. As described above, Jackie Robinson Playground, Prospect Park, the Peter Lefferts House, the Brooklyn Botanic Garden, including the S/NR-eligible Japanese Hill and Pond Garden and the S/NR-eligible and LPC-designated Laboratory Administration Building at 1000 Washington Avenue, Prospect Heights High School at 883 Classon Avenue, P.S. 241 at 976 President Street, the Bureau of Fire Communication's Brooklyn Central Office, the Brooklyn Museum, Dr. Ronald McNair Park, Eastern Parkway, the Bedford-Union Armory, are visual resources in the secondary study area. The proposed With-Action buildings on the Development Site would not alter significant visual resources or obstruct significant view corridors to the visual resources in the secondary study area. However, as shown in **Figures 8-8e** though **8-8h**, the Proposed Development would be visible from certain vantage points within the quarter-mile secondary study area, including adjacent streets. As such, the Proposed Development could potentially result in changes to the context of visual resources in the area as the proposed towers would be seen where no towers would be visible on the Development Site under No-Action conditions. As shown in **Figures 8-8i through 8-8m**, the proposed With-Action buildings would be visible from within the Brooklyn Botanic Garden, Prospect Park, and the Prospect Park Zoo, creating a new backdrop for certain viewpoints within the garden, the park and the zoo.

As shown in **Figure 8-8i**, the Proposed Development would be visible from a vantage point near the Alfred T. White Memorial in the Brooklyn Botanic Garden. However, while there would be views of the Proposed

Illustrative No-Action and With-Action Renderings - Northwest

1. Illustrative No-Action rendering of the as-of-right building from Montgomery Street at the northwest corner of the site.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Montgomery Street at the northwest corner of the site.

Illustrative No-Action and With-Action Renderings - West

1. Illustrative No-Action rendering of the as-of-right building from Franklin Avenue west along Montgomery Street.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Franklin Avenue west along Montgomery Street.

Development, Tivoli Towers is also very prominent and would also be visible from this location, as would the existing six story buildings that are located along the east side of Washington Avenue. The addition of the Proposed Development would not be the first or the only building that is visible from this vantage point. However, the Proposed Development would be taller than the other visible buildings.

As shown in **Figure 8-8j**, the Proposed Development would be visible from a vantage point near Daffodil Hill over Magnolia Plaza in the Brooklyn Botanic Garden. However, while there would be views of the Proposed Development, Tivoli Towers, the recently completed development at 109-111 Montgomery Street, and many other buildings would also be visible from this location. However, the Proposed Development would be taller than the other visible buildings.

As shown in **Figure 8-8k**, the Proposed Development would be visible from a vantage point at the overlook near the Steinberg Visitor Center in the Brooklyn Botanic Garden. However, while there would be views of the Proposed Development, Tivoli Towers would also be visible and prominent from this location. However, the Proposed Development would be taller than the other visible buildings.

As shown in **Figure 8-8l**, the Proposed Development would be visible from the Prospect Park Zoo near Sea Lion Court. While there would be views of the Proposed Development, the views would be very limited during times of the year when the tree canopy is covered with leaves. Tivoli Towers would also be visible and prominent from this location. Due to the grade change and orientation of the pathways in relation to adjacent buildings and greenery, there are no other locations in the zoo where there would be views of the Proposed Development.

Figure 8-8m shows a representative view of the Proposed Development from Prospect Park. As shown in the illustrative photo, the very upper floors of the Proposed Development would be visible from this vantage point near the Boat House during winter months. However, it is unlikely that the Proposed Development would be visible from this location when the tree canopy is full of leaves.

Similar views would be expected from other vantage points in the secondary study area.

Figure 8-9a through **8-9c** show three illustrative sections of the Development Site and the Proposed Development in the context of the built environment in the area immediately surrounding the site. As shown in these figures, the Proposed Development would be approximately 106 to 109 feet taller than the 315-foot tall Tivoli Towers and bulkier than surrounding buildings.

Assessment

Urban Design

The Proposed Development would be a significant change for the area, but the Proposed Actions would not result in a significant adverse impact to urban design or visual resources in the Project Area or surrounding secondary study area. The proposed With-Action buildings on the Development Site would be constructed on an existing block and would not entail any changes to block shapes, street pattern and hierarchy, topography, open space, or natural features in the Project Area or secondary study area. The Proposed Actions would not create land uses or structures that would be substantially incompatible with existing and emerging character of the surrounding area. The Proposed Actions would result in the development of two 39-story towers (421 and 424 feet in height) on contextual bases in an area that contains a variety of building typologies and a wide height range. As discussed above, the study area includes several contextual developments that create a unified street wall along Franklin Avenue. The

Illustrative No-Action and With-Action Renderings - North

1. Illustrative No-Action rendering of the as-of-right building's Franklin Avenue frontage from the northeast corner of Carroll Street and Franklin Avenue.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope's Franklin Avenue frontage from the northeast corner of Carroll Street and Franklin Avenue.

Illustrative No-Action and With-Action Renderings - South

1. Illustrative No-Action rendering of the as-of-right building from Franklin Avenue between Empire Boulevard and Sterling Place.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Franklin Avenue between Empire Boulevard and Sterling Place.

Illustrative No-Action and With-Action Renderings - West

1. Illustrative No-Action rendering of the as-of-right building from Montgomery Street at Washington Avenue.

2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Montgomery Street at Washington Avenue.

Illustrative No-Action and With-Action Renderings - East

1. Illustrative No-Action rendering of the as-of-right building from Bedford Avenue west along Montgomery Street.

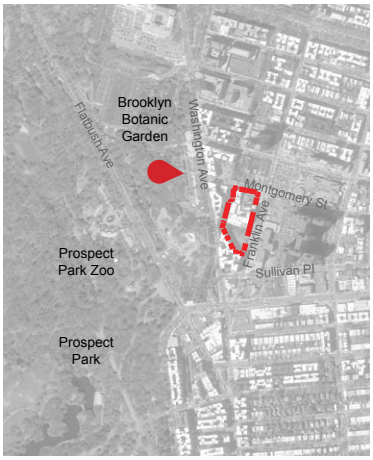
2. Illustrative With-Action rendering of the maximum RWCDS With-Action bulk envelope from Bedford Avenue west along Montgomery Street.

1. No-Action condition looking southeast from within the Brooklyn Botanic Garden.

2. Illustrative With-Action rendering of the Proposed Development as seen when looking southeast from within the Brooklyn Botanic Garden.

No-Action and Illustrative With-Action Renderings - View from BBG

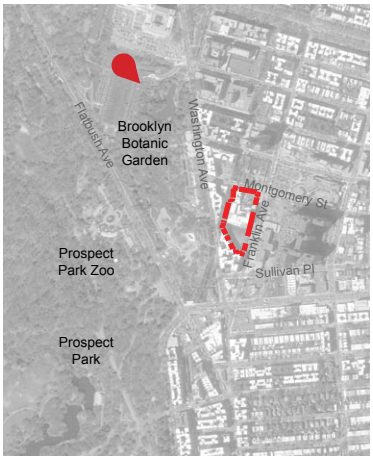
1. No-Action view from the Brooklyn Botanic Garden facing east.



2. Illustrative With-Action rendering of the Proposed Development from the Brooklyn Botanic Garden facing east.

No-Action and Illustrative With-Action Renderings - View from BBG

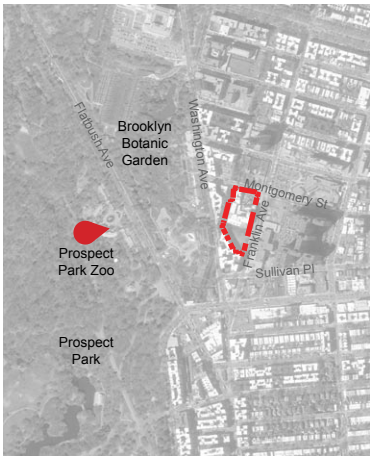
1. No-Action view from the Brooklyn Botanic Garden facing south-east.



2. Illustrative With-Action rendering of the Proposed Development from the Brooklyn Botanic Garden facing southeast.

No-Action and Illustrative With-Action Renderings - View from the Prospect Park Zoo

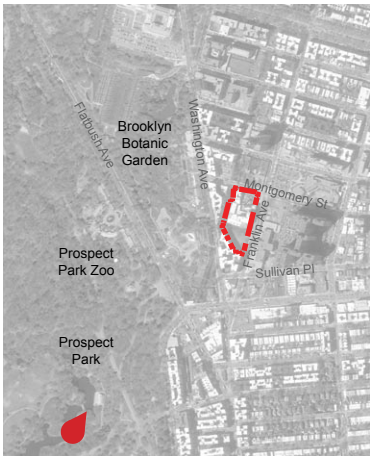
1. No-Action view from the Prospect Park Zoo facing east.



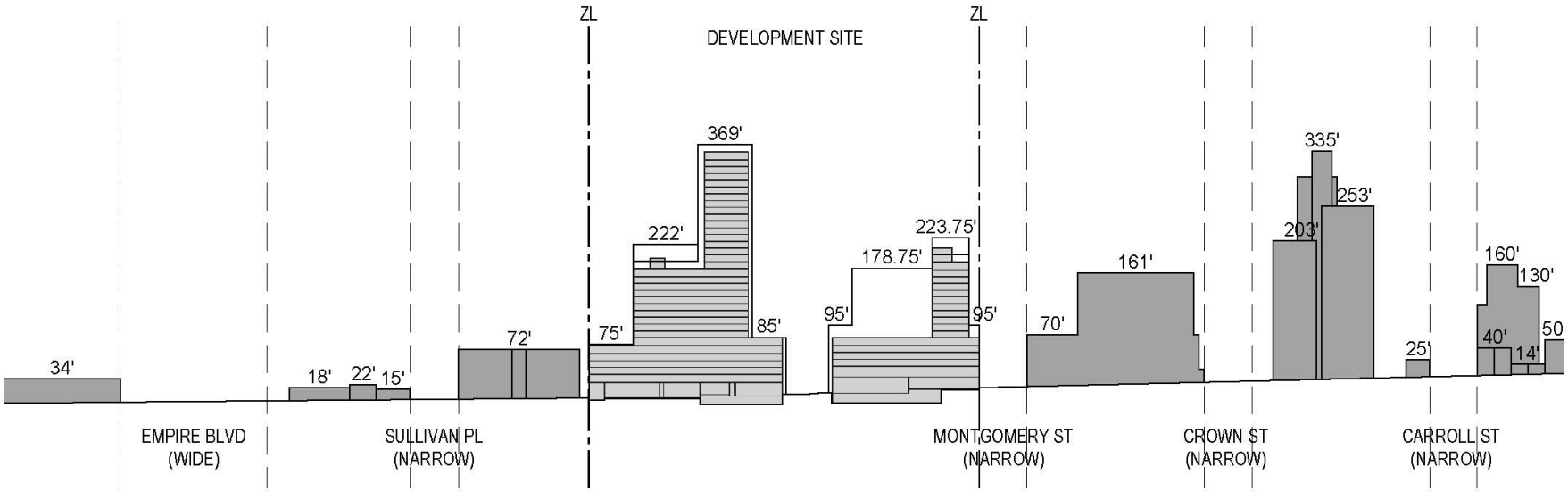
2. Illustrative With-Action rendering of the Proposed Development from the Prospect Park Zoo facing east.

No-Action and Illustrative With-Action Renderings - View from Prospect Park

1. No-Action view from Prospect Park facing northeast.



2. Illustrative With-Action rendering of the Proposed Development from Prospect Park facing northeast.



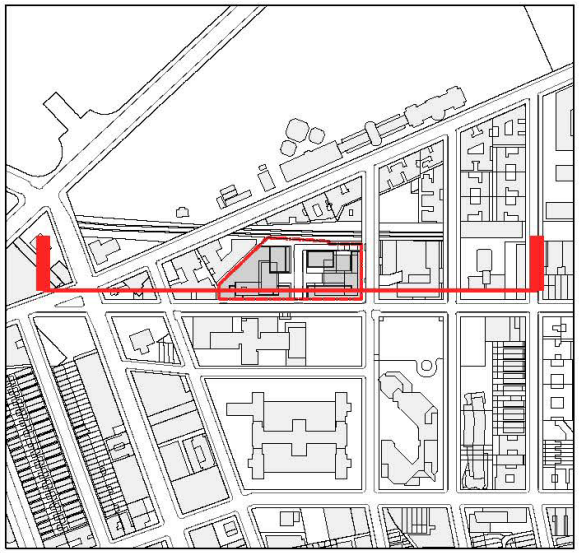
1 SECTION A
SCALE: 1"=130'

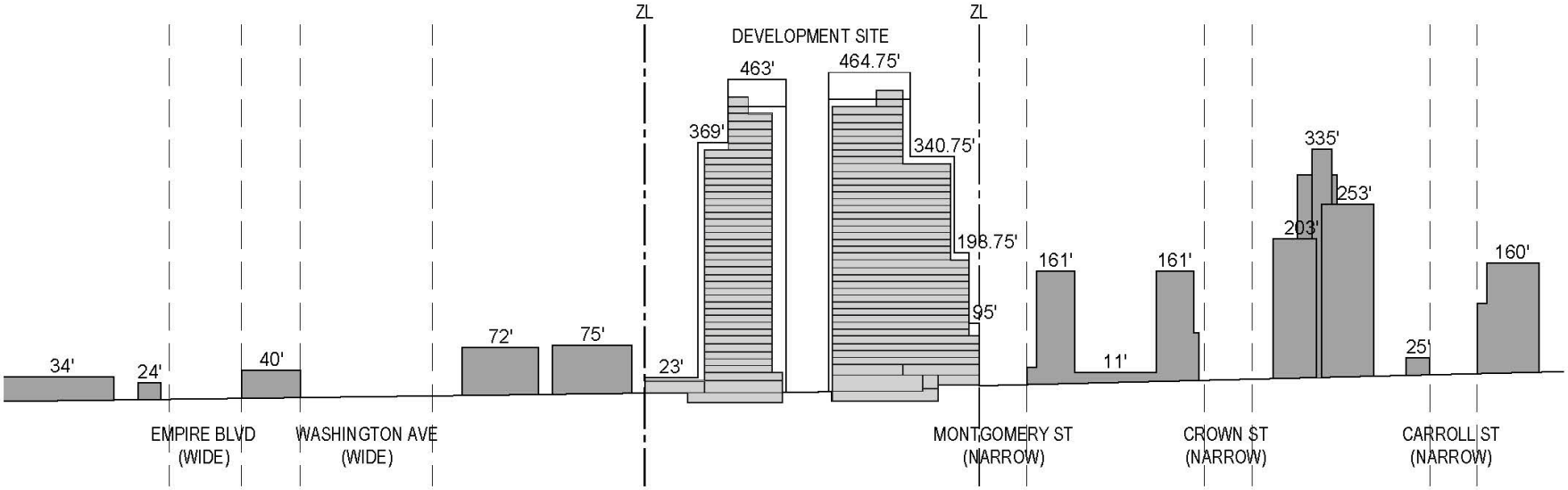
0' 100' 200' 400' 600'

LEGEND:

- ZONING LOT LINE
- ILLUSTRATIVE BUILDING LINE
- MAXIMUM BUILDING ENVELOPE
- TAX LOT LINE
- EXISTING BUILDING FOOTPRINT
- PROPOSED BUILDING FOOTPRINT

KEY MAP



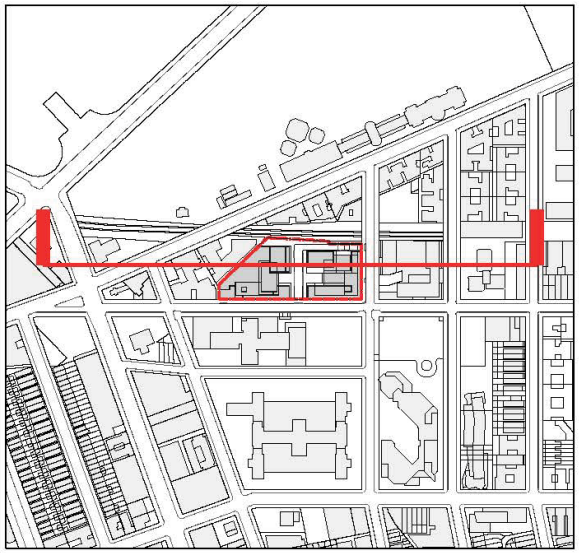


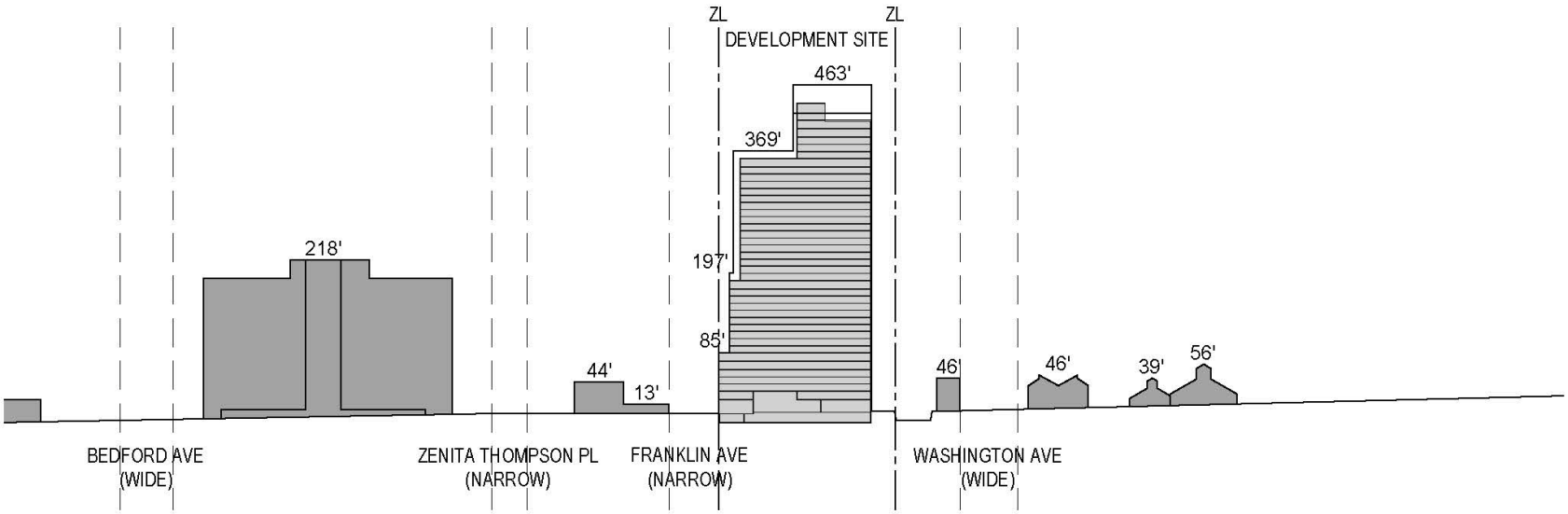
1 SECTION B
SCALE: 1"=130'

LEGEND:

- ZONING LOT LINE
- ILLUSTRATIVE BUILDING LINE
- MAXIMUM BUILDING ENVELOPE
- TAX LOT LINE
- EXISTING BUILDING FOOTPRINT
- PROPOSED BUILDING FOOTPRINT

KEY MAP





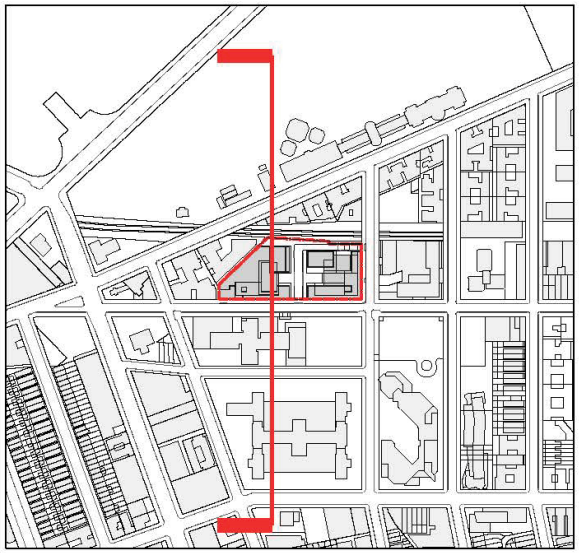
1 SECTION C
SCALE: 1"=130'

0' 100' 200' 400' 600'

LEGEND:

- ZONING LOT LINE
- ILLUSTRATIVE BUILDING LINE
- MAXIMUM BUILDING ENVELOPE
- TAX LOT LINE
- EXISTING BUILDING FOOTPRINT
- PROPOSED BUILDING FOOTPRINT

KEY MAP



study area also includes taller tower-in-the-park developments such as Tivoli Towers (315 feet tall) and the Ebbets Field Houses (211 feet tall). In contrast to the area's existing built form, the Proposed Development would create a new built form that consists of a contextual base with a tall tower above it. This new built form would be achieved by mapping an R9D district, which was intended for sites along elevated rail lines and designed to produce tower-on-a-base developments in high density neighborhoods or wide street corridors that have relatively low bases and shorter towers than proposed. The lack of an elevated rail line along the Project Area would allow the Proposed Development to pursue a built form consisting of a higher base, reduced setbacks, and taller and wider towers that are aligned with the base and to the street. The resulting built form would be a merger of a contextual and tower developments, a combination that deviates from the surrounding area where such buildings are present but as discrete typologies. The proposed contextual base would achieve a higher ratio of lot coverage to height than a standalone tower development and would result in a development that is substantially taller than the surrounding contextual buildings. The proposed built form would also depart from the tower-in-the-park model by not including ground level setbacks that create open space between street and building, which was typical of the mid-twentieth century development but is inconsistent with contextual zoning that the City has mapped in many redeveloping areas in recent decades. While the proposed built form significantly departs from the urban design of the study area and established built forms, the addition of the Proposed Development would not create a significant adverse urban design impact. The proposed base would contextually align with adjacent buildings, reflecting the surrounding built context. The proposed setbacks would also provide light and air to the street and differentiate for pedestrians the towers from the bases.

The new built form would also facilitate, as detailed in **Chapter 1**, a higher number of affordable units, approximately 474 affordable units pursuant to MIH (as well as the Applicant's stated intention to provide 20 percent above and beyond the City requirements to accommodate workforce housing), and an additional 586 market-rate units, in an area with high demand for affordable and market-rate apartments. The Proposed Development is anticipated to satisfy some of the existing demand for affordable and market-rate units in the Crown Heights neighborhood.

Visual Resources

The proposed height and overall massing of the With-Action buildings on the Development Site, while taller than all other buildings in the study area, would not obstruct any significant viewsheds in the area, or negatively affect the pedestrian's experience in the immediate vicinity of the Project Area as compared to the No-Action condition since the as-of-right development that would be constructed would have a five-story streetwall (approximately 60 feet tall before setback) and the proposed With-Action development would have a street wall ranging between six and seven stories (approximately 75-85 feet tall before setback). From a pedestrian perspective, this increase of the street wall by one to two floors (approximately 15 to 25 feet) between No-Action and With-Action conditions would be a minor change. Although the additional floor and building base height may be noticeable to pedestrians, this increase of one floor and approximately 10 feet in the building base height would be consistent with the existing residential building to the south of the Development Site and with the planned mixed-use development that would be constructed at the northwest corner of Franklin Avenue and Montgomery Street. Above the base height, the buildings would incorporate a setback of 15 feet up to a height of 175 feet, after which smaller setbacks would be provided for the tower portions. While the contextual base and initial

setback are designed to support the pedestrian experience, when combined with the height and aggregate width of the towers, the With-Action condition would create a sizeable development.

As shown in **Figures 8-8e** though **8-8h**, pedestrian views from vantage points further toward the edge of the quarter-mile study area boundary show a noticeable change to the visual context of the area, with the proposed towers visible from each approach to the Development Site. As shown in these figures, the proposed buildings would change the context of the study area by replacing underutilized land with structures that are taller than the other buildings in the study area. The Proposed Development would add two new towers to the skyline that would be visible from locations within the quarter-mile study area and beyond. However, in the context of this specific area, the pedestrian is also exposed to other buildings (e.g., Tivoli Towers and Ebbets Field Houses) that are taller than the vast majority of the buildings in the area. As such, while the addition of the proposed buildings to the area would introduce a substantially taller and bulkier building, the change would not be a significant adverse visual resources impact.

The proposed 39-story With-Action buildings would create a new backdrop for certain viewpoints in the study area, including Brooklyn Botanic Garden and Jackie Robinson Playground. While these changes would exceed the heights of the buildings in the study area, these changes would not result in significant adverse visual resources impacts.

Although much of the study area consists of low-rise buildings, the built context of the area has been evolving in recent years with a trend toward taller development. Several sites in the secondary study area that previously contained single-story buildings for warehousing and commercial laundry uses now are being replaced by mid-rise residential and mixed-use developments. For example, a new 12-story (117-foot tall) building is being constructed on an as-of-right basis at 109-111 Montgomery Street pursuant to the site's R8A zoning. Additionally, the Franklin Avenue Rezoning (CEQR No. 17DCP067K, ULURP No. C180347ZMK, N180348ZRK) was recently approved (a revised negative declaration was issued by the Department of City Planning on June 11, 2018 and the application was approved on October 31, 2018) and resulted in the rezoning of the area immediately north of the Development Site to an R8X zoning district and R8X with a C2-4 overlay, which permits buildings up to 16 stories tall or 175 feet with a qualifying ground floor and up to 7.2 FAR. As a result of this recent rezoning, two 16-story buildings up to 175 feet in height are expected to be constructed and occupied with new market-rate and affordable apartments and 16,284 gsf of local retail by 2021. These existing and planned No-Action developments are/will be visible from various vantage points from within the study area, including the Brooklyn Botanic Garden (refer to **Figure 8-8c**) and Jackie Robinson Playground. This is evidence of the already changing urban context of the area. While the proposed With-Action buildings on the Development Site would be taller than these existing mid-rise buildings and would be visible from various vantage points within the study area, the proposed With-Action buildings on the Development Site would not obstruct any significant view corridors in the secondary study area. For example, the proposed With-Action buildings would not block views of the nearby Brooklyn Botanic Garden when looking west along Montgomery Street. While the proposed contextual base and initial setback would be consistent with buildings within the surrounding area and what is permitted under zoning districts nearby, when coupled with the proposed tower height and widths, the proposed With-Action buildings would create a new built form that departs from the surrounding residential development. Therefore, the proposed height of the towers and the overall massing of the new development would result in changes to the urban design and visual resources of the study area but do not constitute significant adverse impacts. The proposed built form

reflects the surrounding context through a contextual base, which combined with the proposed setbacks and placement of the towers, sufficiently address the pedestrian experience along the adjacent streets.